

Government that Works!

NEW JERSEY DEPARTMENT OF THE TREASURY

LOCAL GOVERNMENT BUDGET REVIEW

BOROUGH OF BARRINGTON

DONALD T. DiFRANCESCO

Acting Governor

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NOVEMBER, 2001



GOVERNMENT THAT WORKS

OPPORTUNITIES FOR CHANGE

The Report of the Borough of Barrington

New Jerseyans deserve the best government their tax dollars can provide. Efficiency in government and a common sense approach to the way government does business, both at the state and at the local level, are important to Acting Governor Donald T. DiFrancesco. It means taxpayers should get a dollar's worth of service for every dollar they send to government, whether it goes to Trenton, their local town hall or school board. Government on all levels must stop thinking that money is the solution to their problems and start examining how they spend the money they now have. It is time for government to do something different.

Of major concern is the rising cost of local government. There is no doubt that local government costs and the property taxes that pay for them have been rising steadily over the past decade. The Local Government Budget Review (LGBR) program was created in 1994 by former Governor Whitman, marking the first time the state worked as closely with towns to examine what is behind those costs. The Local Government Budget Review (LGBR) program's mission is simple: to help local governments and school boards find savings and efficiencies without compromising the delivery of services to the public.

The LGBR program utilizes an innovative approach combining the expertise of professionals, primarily from the Departments of Treasury, Community Affairs and Education, with team leaders who are experienced local government managers. In effect, it gives local governments a comprehensive management review and consulting service provided by the state at no cost to them. To find those "cost drivers" in local government, teams review all aspects of local government operation, looking for ways to improve efficiency and reduce costs.

In addition, teams also document those state regulations and mandates which place burdens on local governments without value-added benefits and suggest, on behalf of local officials, which ones should be modified or eliminated. Teams also look for "best practices" and innovative ideas that deserve recognition and that other communities may want to emulate.

Based upon the dramatic success of the program and the number of requests for review services, in July, 1997, the program was expanded, tripling the number of teams in an effort to reach more

communities and school districts. The ultimate goal is to provide assistance to local government that results in meaningful property tax relief to the citizens of New Jersey.

THE REVIEW PROCESS

In order for a town, county or school district to participate in the Local Government Budget Review program, a majority of the elected officials must request the help of the review team through a resolution. There is a practical reason for this: to participate, the governing body must agree to make all personnel and records available to the review team, and agree to an open public presentation and discussion of the review team's findings and recommendations.

As part of the review, team members interviewed each elected official, as well as employees, appointees, members of the public, contractors and any other appropriate individuals. The review teams examined current collective bargaining agreements, audit reports, public offering statements, annual financial statements, the municipal code and independent reports and recommendations previously developed for the governmental entities, and other relevant information. The review team physically visits and observes the work procedures and operations throughout the governmental entity to observe employees in the performance of their duties.

In general, the review team received the full cooperation and assistance of all employees and elected officials. That cooperation and assistance was testament to the willingness on the part of most to embrace recommendations for change. Those officials and employees who remain skeptical of the need for change or improvement will present a significant challenge for those committed to embracing the recommendations outlined in this report.

Where possible, the potential financial impact of an issue or recommendation is provided in this report. The recommendations do not all have a direct or immediate impact on the budget or the tax rate. In particular, the productivity enhancement values identified in this report do not necessarily reflect actual cash dollars to the municipality, but do represent the cost of the entity's current operations and an opportunity to define the value of improving upon such operations. The estimates have been developed in an effort to provide the entity an indication of the potential magnitude of each issue and the savings, productivity enhancement, or cost to the community. We recognize that all of these recommendations cannot be accomplished immediately and that some of the savings will occur only in the first year. Many of these suggestions will require negotiations through the collective bargaining process. We believe, however, that these estimates are conservative and achievable.

LOCAL GOVERNMENT BUDGET REVIEW
EXECUTIVE SUMMARY
BOROUGH OF BARRINGTON

Insurance

The team recommends that the borough adopt the state guidelines of 70% salary payment beginning at the eighth day of missed work, potentially saving \$1,547.

By aggressively maintaining case management of workers' compensation claims, the borough could reduce claims expenses, saving \$3,800.

The team recommends that the borough switch to the state's health benefits plan (SHBP), potentially saving \$75,452. The team also recommends that the borough negotiate the state's co-payment standard for dental coverage, for an additional potential savings of \$13,200.

Payroll

The borough should consider having paychecks issued on a bi-weekly basis, yielding a productivity enhancement of \$2,579.

Purchasing

By employing a qualified purchasing agent, including the purchasing agent in the budget planning process, and maximizing the use of competitive contracting, benchmarking and cooperative purchasing, the borough could save \$58,200.

Professional Services

The team recommends that the borough create an appropriate scope of work outline for each professional service and solicit proposals and fee schedules from firms, saving \$7,460.

The team also recommends that the borough design and implement a procedure to monitor the cost of engineering services throughout the year in order to better prioritize and control the use of these services, saving an additional \$3,000.

Police Services

By having the captain and the detective sergeant provide the supervision for the 6:00 a.m. to 2:00 p.m. shift, the borough could save \$67,810, which is the value of one sergeant's position.

The borough should consider entering into an agreement with a neighboring community for supervision of the 10:00 p.m. to 6:00 a.m. shift, at an expense of \$34,000, which is half the value of the average sergeant's position.

The team recommends that the borough adopt an alarm ordinance that includes penalties for false alarms, yielding a productivity enhancement of \$1,441. The team also recommends that the borough include a \$10 registration fee, for a revenue enhancement of \$2,500.

The team recommends that the borough mechanic put a vehicle maintenance inventory system in place, yielding a productivity enhancement of \$5,408.

Court

The borough should consider filing an application with the AOC to participate in the Comprehensive Enforcement Program for the collection of delinquent funds, yielding a revenue enhancement of \$11,620.

Emergency Medical Services

The team recommends that the borough discontinue providing an annual allocation to the ambulance association, saving \$14,000. The team also recommends that the borough perform further research prior to supporting or approving the building of a new emergency medical services facility, for a cost avoidance of \$26,400.

Fire Services

The team recommends that the borough, with input from the fire company, consider the most cost-effective structure for delivery of fire services, for a cost avoidance of \$24,000 by avoiding the need to replace one engine/pumper.

Public Works

The borough should consider coordinating all requests made by staff or the governing body, through the (proposed) business administrator/clerk, yielding a productivity enhancement of \$14,806.

By collecting recyclables on a bi-weekly basis, the borough could save \$13,960.

The team recommends that the borough privatize street sweeping services, saving \$19,000 and yielding a productivity enhancement of \$1,916.

The team recommends that the borough utilize only one FTE for maintenance of the fleet, using the other staff member to perform other vital public works functions, yielding a productivity enhancement of \$9,973. The team also recommends that overtime be strictly monitored and curtailed to emergency situations, saving \$1,083.

Collective Bargaining Issues

The borough should consider negotiating a change in the contracted number of personal days, from the present five to three, the state standard, for a potential productivity enhancement of \$10,538.

The borough should also consider negotiating to place the fiscal responsibility for the cleaning of uniforms on the individual officers, potentially saving \$2,950.

**COMPARISON OF BUDGET APPROPRIATION, STATE AID
AND LOCAL TAX RATE WITH RECOMMENDED REDUCTIONS IN
THE BOROUGH OF BARRINGTON**

<u>Areas Involving Monetary Recommendations</u>	<u>Annual Savings/ Expense</u>	<u>*Potential Savings</u>	<u>Totals</u>
Insurance			
Adopt state guidelines of 70% salary payment for missed work		\$1,547	
Aggressively maintain case management for workers' compensation claims	\$3,800		
Switch to the state's health benefits plan		\$75,452	
Negotiate state's co-payment standard for dental coverage		\$13,200	
			\$3,800
Payroll			
Issue paychecks on a bi-weekly basis	\$2,579		
			\$2,579
Purchasing			
Utilize competitive contracting, benchmarking and cooperative purchasing methods	\$58,200		
			\$58,200
Professional Services			
Create scope of work outline for professional service and solicit proposals	\$7,460		
Design and implement a procedure to monitor the cost of engineering services	\$3,000		
			\$10,460
Police Services			
Use captain and detective sergeant to provide supervision from 6:00 am - 2:00 pm	\$67,810		
Enter into an agreement with neighboring community for supervision of 10:00 pm - 6:00 am	(\$34,000)		
Adopt alarm ordinance that includes penalties for false alarms	\$1,441		
Include a \$10 registration fee for alarms in ordinance	\$2,500		
Have borough mechanic implement a vehicle maintenance inventory system	\$5,408		
			\$43,159
Court			
File application with AOC for the collection of delinquent funds	\$11,620		
			\$11,620

**COMPARISON OF BUDGET APPROPRIATION, STATE AID
AND LOCAL TAX RATE WITH RECOMMENDED REDUCTIONS IN
THE BOROUGH OF BARRINGTON**

<u>Areas Involving Monetary Recommendations</u>	<u>Annual Savings/ Expense</u>	<u>*Potential Savings</u>	<u>Totals</u>
Emergency Medical Services			
Discontinue providing annual allocation to the ambulance association	\$14,000		\$14,000
Public Works			
Coordinate all requests from staff or governing body through business administrator/clerk	\$14,806		
Collection of recyclables on a bi-weekly basis	\$13,960		
Privatize street sweeping services	\$20,916		
Utilize only one FTE for maintenance of the fleet	\$9,973		
Curtail the use of overtime for emergency situations only	\$1,083		\$60,738
Collective Bargaining Issues			
Renegotiate number of personal days from five to three		\$10,538	
Renegotiate cleaning of uniforms to the individual officers		\$2,950	
Total Recommended Savings	\$204,556	\$103,687	\$204,556
*\$103,687 not included in savings of \$204,556.			
Total Amount Raised for Municipal Tax			\$2,039,576
Savings as a % of Municipal Tax			10%
Total Budget			\$3,940,848
Savings as a % of Budget			5%
Total State Aid			\$986,152
Savings as a % of State Aid			21%

COMPARISON OF BUDGET APPROPRIATION, STATE AID AND LOCAL TAX RATE WITH RECOMMENDED REDUCTIONS IN THE BOROUGH OF BARRINGTON

Areas Involving Monetary Recommendations

**Annual Savings/
Expense**

***Potential
Savings**

Totals

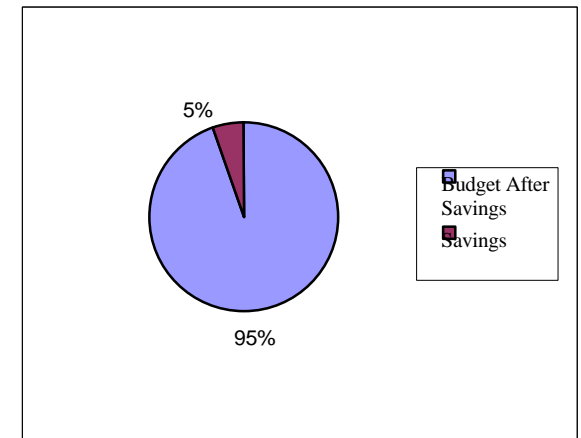
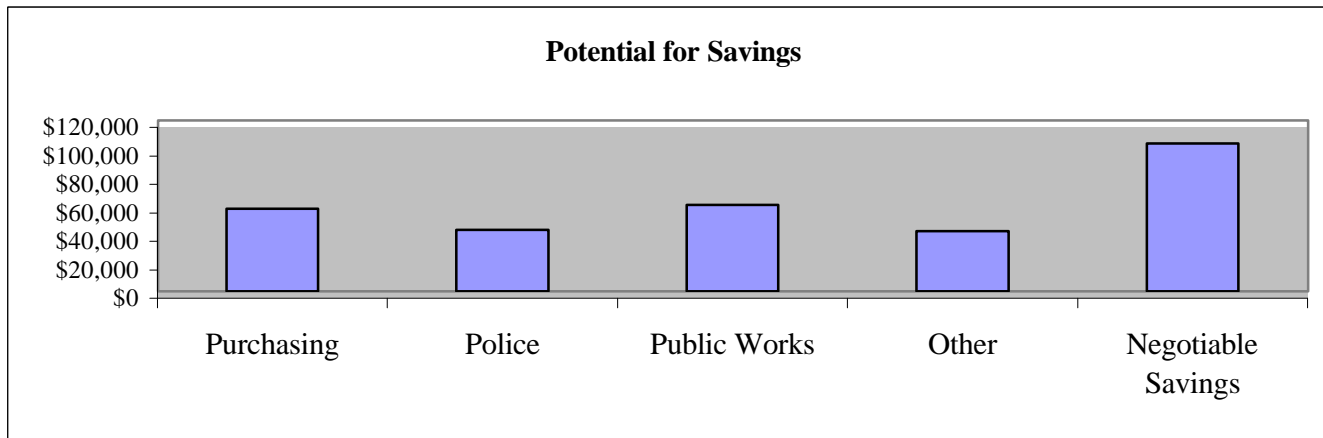


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COMMUNITY OVERVIEW

The Borough of Barrington is located in central Camden County. The borough is considered a “Whitehorse Pike” community, meaning that it is one of numerous Camden County municipalities located along State Highway 30, which runs across the state between the City of Camden and Atlantic City. As is common in the area, the total land area of the borough is very small, only 1.61 miles. The 1990 census indicated the population of the borough was approximately 6,774, which was a decrease of about 1,500 residents since the 1970 census.

The borough is a mature and stable community. The 2000 total assessed property value in Barrington was \$269,163,400 for 2,155 line items. About 78% of the tax base is residential; 21% is commercial/industrial/apartment; and, the remaining 1% is vacant land and farm. The average home is assessed at about \$106,000.

Because the borough is primarily a residential community, most of the local purpose tax revenue is generated from the homeowners. The property of one of the borough’s largest taxpayers and employers, a glass production plant, was vacated several years ago and the borough has actively pursued other options for the vacated parcel of land. They have had success in working with the current property owner, who is in the process of rehabilitating the facility to meet today’s industrial needs. With very few vacant parcels, there is little land that can be developed, particularly for industrial/commercial uses, which would assist in relieving the tax burden on the residential property owners.

One of the goals of the borough governing body has been to provide outstanding services in the most cost-effective manner possible. To that end, the borough is a sending district, participating in a small regional school district, is a member of the county library, and aggressively pursues and initiates discussions regarding other shared service arrangements. There are also existing shared service agreements, formal and informal, which assist in curtailing the cost of operations. Those arrangements are discussed throughout this report.

In general, the team found that the borough is minimally staffed and the governing body is actively involved in borough policy setting and implementation. The governing body also provides hands-on guidance to borough staff and has monthly caucus meetings where all members are updated on the activities of borough staff.

The most significant issue that will provide a challenge to the borough governance in the future will be providing the same level of service to its residents without substantial increases to the tax rates. With limited options because of the lack of vacant land and the predominantly residential base, the borough will be forced to make difficult decisions regarding the delivery of those services, as will the communities surrounding the borough. In general, the options from which the community will need to choose will be reducing services, increasing the municipal purpose tax rate, or sharing services with surrounding communities.

I. BEST PRACTICES

A very important part of the Local Government Budget Review report is the Best Practices section. During the course of every review, each team identifies procedures, programs and practices, which are noteworthy and deserving of recognition. Best practices are presented to encourage replication in communities and schools throughout the state. By implementing these practices, municipalities and school districts can benefit from the Local Government Budget Review process and, possibly, save considerable expense on their own.

Just as we are not able to identify every area of potential cost savings, the review team cannot cite every area of effective effort. The following are those best practices recognized by the team for their cost and/or service delivery effectiveness.

Council Caucus Meetings

The council meets twice a month, once for a general meeting and once for the caucus meeting, or the work session. Each council member gives a detailed status report for their related departments and the council discusses key issues affecting each department. Also, throughout the month, the clerk maintains a file of issues and items that require council input or action. These issues and items are presented to the council at the caucus meetings in the form of the monthly clerk's report which, generally, serves as the agenda for the caucus meeting. Caucus discussions of these issues and items result in the segregation of these topics into actionable items requiring resolution, or, topics requiring no formal action that are reduced to minutes for the next caucus meeting.

The team found the caucus meeting extremely productive in that each department report was very detailed and included key information relating to obtaining of goals. The council used the forum to discuss the progress and issues at length and build a consensus on policies. The caucus forum also allowed all council members to participate in decisions relating to policy development and implementation for all municipal functions and to see how the departments interact.

Construction Code Enforcement Interlocal Service Agreement

The borough is one of three municipalities currently participating in an interlocal service agreement for the delivery of uniform construction code enforcement services. To ensure that all participants have equal representation in any decisions affecting the delivery of the service, there is a committee, with one representative from each municipality. Each municipality has equal vote and all decisions must be unanimous. The borough clerk represents the borough on the committee.

The lead agency, which is a neighboring borough, hires the officials/inspectors recommended by the committee and that borough is responsible for providing those employees with salary and benefits. The participating municipalities reimburse the lead agency for costs directly related to having the staff as employees of that municipality. The reimbursement amount is calculated utilizing a formula that distributes those costs among the three municipalities, predominantly based on the corresponding workload.

The team found the method by which construction code enforcement services is provided is an excellent example of how municipalities can cooperatively share services, thereby, reducing the cost to the taxpayers.

Economic Development Consultant

The borough retains a consulting firm to serve as its economic development coordinator. The terms of the agreement establish that the consultant's fees (\$1,000 per month) are contingent upon the consultant successfully obtaining grant funds for the borough. It was apparent to the team that the governing body and borough staff were pleased with the results of the agreement and that the borough had successfully identified a cost-effective, viable alternative to hiring staff to perform a function which requires a particular specialization. By retaining the consultant, the borough has also maximized its exposure to potential grant revenue sources to assist in meeting the council's goal of enhancing the business district.

Municipal Shared Services Coalition of Camden County

The borough is a member of the Municipal Shared Services Coalition of Camden County (MSSCC). The MSSCC is a strategic alliance of six contiguous municipal governments in Camden County, geared toward cutting costs and improving efficiency through intergovernmental cooperation. The coalition, which was created in 1994, reported that by 1997 the results of their efforts had saved \$144,000 per year among the participating municipalities. Some of the successful efforts included the shared service for construction code enforcement, cooperative purchasing, an energy conservation/savings program, a joint computer maintenance agreement and bulk purchase of gasoline. Governor Whitman gave the coalition a *Government 2000 Award*.

Controlling Longevity Entitlements

Longevity is an annual increase to an employee's salary based on length of service and not quality or quantity of work. The borough successfully negotiated to eliminate longevity for employees covered under the AFSCME contract and hired after January 1, 1996. Similarly, the borough was successful in extending the number of service years before police personnel are eligible for a longevity payment. Elimination of longevity is often a recommendation by LGBR because it is an entitlement insuring an annual increase in salary regardless of the work product and is redundant to annual raises, also provided by negotiated agreements.

Combined Planning and Zoning Board

In 1997, Barrington combined the planning and zoning boards, recognizing there was not sufficient workflow to warrant having separate boards and associated expenses. Combining of these boards, as permitted by statute, is often a recommendation by LGBR in municipalities where it is the team's observation that there is not sufficient workload for either board to justify separate, redundant expenses, including staff, engineering and legal costs. It was reported to the team that the borough enjoyed a reduction in expenses as a result of the consolidation.

II. OPPORTUNITIES FOR CHANGE/FINDING AND RECOMMENDATIONS

The purpose of this section of the review report is to identify opportunities for change and to make recommendations that will result in more efficient operations and financial savings to the municipality and its taxpayers.

In its study, the review team found the municipality makes a conscious effort to control costs and to explore areas of cost saving efficiencies in its operations. Many of these are identified in the Best Practices section of this report. Others will be noted as appropriate in the findings to follow. The municipality is to be commended for its efforts. The review team did find areas where additional savings could be generated and has made recommendations for change that will result in reduced costs or increased revenue.

Where possible, a dollar value has been assigned to each recommendation to provide a measure of importance or magnitude to illustrate cost savings. The time it will take to implement each recommendation will vary. It is not possible to expect the total projected savings to be achieved in a short period of time. Nevertheless, the total savings and revenue enhancements should be viewed as an attainable goal. The impact will be reflected in the immediate budget, future budgets, and the tax rate(s). Some recommendations may be subject to collective bargaining considerations and, therefore, may not be implemented until the next round of negotiations. The total savings will lead to a reduction in tax rates resulting from improvements in budgeting, cash management, cost control and revenue enhancement.

One of the fundamental components of the team's analysis is identifying the true cost of a service. To this end, the team prepares a payroll analysis that summarizes personnel costs by function and attributes direct benefit costs to the salary of each individual. This figure will always be different from payroll costs in the budget or in expenditure reports because it includes health benefits, social security, pension, unemployment and other direct benefit costs.

GOVERNING BODY

Barrington operates under the borough form of government. The mayor serves as head of the government and presides over the council. The mayor is elected for a four-year term and six council members are elected at-large, for three year, staggered terms.

The governing body appears to be a relatively cohesive group that aggressively pursues the goal of delivering a high level of service while containing costs. Council members actively participate in policy setting for the departments through a committee structure. The chair of each committee serves as the department director for that function and works closely with functional department heads in achieving policy goals.

The council has two regularly scheduled meetings per month, a caucus and general meeting. The caucus meeting, or the work session, is less formal than the general meeting, although it is still public. Each council member gives a detailed status report for their related departments and the council discusses key issues affecting each department.

Also, throughout the month, the clerk maintains a file of issues and items that require council input or action. These issues and items are presented to the council at the caucus meetings in the form of the monthly clerk's report which, generally, serves as the agenda for the caucus meeting. Caucus discussions of these issues and items result in the segregation of these topics into actionable items requiring resolution; or, topics requiring no formal action that are reduced to minutes for the next caucus meeting.

The team found the caucus meeting extremely productive in that each department report was very detailed and included key information relating to obtaining of goals. The council used the forum to discuss the progress and issues at length and build a consensus on policies. Accordingly, the team is including this type of caucus meeting in the best practices section of this report.

The general meeting is usually held the week following the caucus and is the forum at which the council passes resolutions or adopts ordinances.

Council members received stipends of \$1,800 and the mayor received a \$2,400 stipend for a total expended amount of approximately \$12,090 in 1999. None of the governing body members receive health benefits.

Municipal Shared Services Coalition of Camden County

The borough, through the leadership of the council, is a member of the Municipal Shared Services Coalition of Camden County (MSSCC). The MSSCC is a strategic alliance of six contiguous municipal governments in Camden County, created in September, 1994. The mission is to cut costs and improve efficiency through intergovernmental cooperation. The written strategy of the coalition is to approach public service needs on a comprehensive, businesslike basis by erasing municipal borders and considering the full range of resources available within the coalition and through other units of government. Governor Whitman gave the coalition a *Government 2000 Award*.

A council member and the CFO/clerk represented the borough on coalition. It was reported by the coalition, that by 1997 the results of their efforts had saved \$144,000 per year, structured as follows:

- Three of the communities share the services of a construction code compliance official. Previously, each community employed their own part-time official. The initiative has increased productivity and saves taxpayers approximately \$77,000 annually in salary and benefit costs.

- All six communities entered into a cooperative purchasing agreement with Camden County government for office supplies. The result of the program is an increased discount on catalog pricing from 42% to 62% off list, saving approximately \$10,000 per year.
- An energy conservation/savings program at all six municipal facilities is expected to save \$452,546 over a ten-year contract period.
- A joint computer maintenance agreement for all communities saves \$4,000 annually.
- A bulk purchase gasoline contract for all towns saves \$8,000 per year.

In 1997, the coalition applied for an innovation grant from the Taubman Center for State and Local Government, John F. Kennedy School of Government at Harvard University. The language in the application indicated that the most significant achievement was the sharing of construction code official services. The application language also notes, “Besides being the largest money saver, the arrangement established an important precedent that can be replicated in other areas of government. As a service industry, salaries are the largest portions of our budget. Nevertheless, historically, our structure has promoted redundancy (i.e., a police chief for every town). With this in mind, if we can extend our model more broadly, we can impact significantly on the cost of quality of operations. Therefore, while the savings associated with this initial success are noteworthy, the precedent is even more so.”

Unfortunately, it appears the coalition was not active in 2000. The team recommends that the borough continue to act as an impetus for discussions of sharing services, which will become increasingly more important as the cost for existing services continues to rise and the governing body struggles to keep the tax rate stable. There is discussion throughout this report, particularly in the section on shared services, which addresses these types of issues and offers suggestions for opportunities.

Recommendation:

The team recommends that the governing body continue to pursue discussions and identify practical ways for sharing services that will result in tax savings while maintaining, or improving, the service provision.

CLERK’S OFFICE

Organization and Staffing

The borough clerk is also the chief financial officer and generally, the office staff mutually supports statutory clerk functions, construction code enforcement, and the tax assessment and collection functions.

The functional responsibilities of the borough clerk include preparation and maintenance of monthly caucus and council meeting minutes and reports; resolutions and ordinances; and, registration of vital statistics and collection of related fees. The clerk also maintains the key

legal documents of the borough such as contracts with employee bargaining units, the administrative codebook and professional service contracts. These functions are closely related to the statutory requirements of a clerk.

The administrative assistant to the mayor serves as the deputy recorder of vital statistics. Vital statistics include the preparation and certification of original birth, death, marriage and burial certificates and permits. It also includes the issuance of marriage licenses and providing official copies of the documents, upon request. This function is also dictated by state statute.

Council Agenda

As already mentioned, the governing body conducts the business of the borough through a combination of caucus and council meetings.

The council meeting agenda is prepared based on the discussions, and related decisions, from the caucus meeting, as discussed earlier. Each councilperson has a documentation packet prepared by the clerk's office. The information packet includes the meeting agenda, prepared resolutions stemming from the caucus meeting, and the clerk's report. The council meeting includes approval of the prior council meeting minutes, voting on ordinances/resolutions prepared subsequent to actions taken at the caucus meeting, and voting to prepare ordinances/resolutions for any decisions taken on actionable items at the council meeting.

Administrative Code

The team reviewed the borough's current codebook. The code authorizes various positions and related functions, and it establishes boards and licensing requirements, but it is silent on the borough's governing body and administrative structure. Offices outlined in the code are the office of chief financial officer, office of the treasurer, and office of the tax collector. It did not appear to the team that, functionally, these offices existed; rather the administrative staff reported that they were part of the "tax office."

The borough did not have a current table of organization detailing the departmental structure and reporting lines. However, the borough clerk did provide the team with a breakdown of "tax office" clerical support staff by function. The team was also able to obtain information relating to the various departmental organizational charts from staff.

The clerk prepared an analysis of approximate amounts of time each "tax office" employee spends in particular functions. During interviews, the team received some conflicting information and noted, through observation, that it appeared the staff spent more time on one function and less on another than noted on the table. However, as discussed earlier, because all positions need to add to 100% and because the team was only observing for a small portion of the year, the team is utilizing the staff configuration indicated in the clerk's table and noting when there appeared to be conflicts within the text of the section.

The team was informed that the table of organization was in the process of being updated to reflect the current structure. If the code was comprehensive and included that key information, the task of reviewing organizational efficiency would have been much easier.

Recommendation:

The team recommends the governing body adopt a formal, updated table of organization, which includes descriptions of functions associated with each department. That organizational structure should be incorporated into the codebook as part of the administrative code.

ADMINISTRATION

Function/Organization

The borough's administrative code establishes and defines the position of chief financial officer (CFO). The CFO is responsible for managing personnel, grants and aids, insurance, data processing (technology), purchasing, administrative services, employee safety, tax and sewer utility collections, treasury and budget. The code also establishes the office of treasurer.

At the time of the review, the tax office, which is the staff who performs the main fiscal and centralized administrative functions of the borough, had five full-time staff positions and one part-time employee. The staff member who is CFO is also the borough's municipal clerk. Because of the high degree of cross training among the clerical support staff, the team found it difficult to delineate specifically, with any certainty, between responsibilities. Each staff member is designated as the primary employee for specific functions, such as the clerk who is responsible for processing purchase orders, but the team found that all staff in the office assisted in all functions. The result was a high level of service to the public and the administrative functions of the borough being able to operate smoothly in the temporary absence of any one employee.

The total 1999 position value for the administrative staff was \$228,912, which includes salary, statutory payments and benefits. However, the team also found that the blurring of a clear line of responsibility made it difficult to assess the true staff cost of any particular function. Lacking a clear table of organization or job descriptions, as discussed under the clerk and personnel section of this report, the CFO/clerk provided the team with an estimated split of time on each function for the administrative support personnel. The information contained in that analysis is provided in Attachment A. In some instances, the team found the amount of time for a particular function as reported by the staff member varied from what is contained in that attachment. However, for consistency purposes, the team utilized the staff efforts as delineated in the attachment and noted in the report text where there were discrepancies.

Business Administrator

The team has made several observations throughout the text of this report regarding the need for a full-time business administrator/municipal clerk. This is in no way meant to be a criticism of the governing body, which the team found to be exceedingly available and involved in issues relating to the operations, nor is it meant as a criticism of borough staff, who were extremely professional and effective in their positions.

There are several reasons the team feels that the borough would benefit by having a full-time administrator charged with the responsibility of ensuring all functions within the borough operate as intended by the governing body. Among those reasons are:

- The borough clerk/CFO is given limited authority to oversee operations and some personnel matters. However, reprimands, discipline, time tracking of all borough employees and providing daily management guidance were not expressly within that position's authority.
- As state statutes and guidelines evolve and become increasingly complex, a professional administrator is needed in order to ensure the borough is complying with those guidelines.
- There were several instances during the review when it was apparent that there was a lack of everyday management leadership for borough staff at the department head level, particularly for staff members who are new to management.
- Certain functions that would routinely be the responsibility of a business administrator, such as purchasing, have not been given the needed attention because of other work priorities.
- As the governing body continues to pursue cost savings initiatives, there will be an increasing need for a staff member to be available from other responsibilities to perform the necessary research and outreach.
- Currently, the borough has a clerk position combined with the CFO position. Primary responsibilities of both functions are defined by state statute, and are quite distinct from the other.
- Having the clerk position (which is the position most closely like a business manager now) combined with the CFO position takes away some of the checks and balances that can be beneficial to an entity. For instance, ideally both the business administrator and the CFO approve purchase orders. The business administrator ensures that the purchase complies with state purchasing guidelines and meets municipal priorities. The CFO authorizes the purchase based on fund availability.
- Having a full-time administrator would allow the governing body to step away from daily personnel management such as reprimanding or disciplining staff.

The team is recommending that the borough redefine two administrative positions. First, the clerk/CFO position should be reconfigured to a business administrator/clerk position and that staff member should be delegated the responsibility to oversee daily administrative matters on behalf of the governing body. Secondly, the team recommends that the treasurer title be eliminated and that position be converted into a CFO/tax collector position. All of the functions currently being performed by the treasurer can be assumed by the CFO/tax collector. The team is not estimating any costs savings or productivity enhancement with this recommendation because there should only be marginal changes in salaries, if any.

Recommendation:

The team recommends the borough redefine the clerk/CFO position to business administrator/clerk and the treasurer's position into a CFO/tax collector.

Budget

The municipal tax rate has increased by 2.0 cents (about 2.7%) during the period 1997 through 1999. The borough's general appropriations decreased about 5.0% over the same time period, as reflected in the following table:

	Municipal Tax Rate (local and trash)	Total Appropriations
1997	0.736	\$4,150,422
1998	0.756	\$3,946,948
1999	0.756	\$3,940,848
3 Year Increase/Decrease	0.020	-\$209,574
	2.7%	-5.0%

In an effort to provide comparative data, the period 1997 through 1999 was selected because it is the period immediately following the borough's property revaluation which was effective in the tax year 1997.

The reason that a slight increase in the tax rate was required to fund a slight decrease in appropriations during this period was the reduction in the assessed property valuation in the borough from \$270,203,800 in 1997 to \$269,891,100 in 1999. The decrease in valuation stems from the reduction in valuation of a significant commercial property, offset somewhat by valuation increases in other properties.

In general, the borough has a fairly stable base of property tax income. The financial picture is that of a community which is fully developed and must live within its means as the ability to raise revenue via property taxes is limited. It is apparent that the governing body has been, and will continue to be, challenged to determine how they can continue to provide the services the residents expect without significantly raising taxes.

The governing body, through careful financial management, generated slight budget surpluses in 1998 and 1999, totaling \$27,963 and \$60,065, respectively.

CASH MANAGEMENT

The team performed an analysis of the borough's investment of temporarily surplus cash balances. The primary purpose was to determine if the current cash management practices result in the most effective return measured against generally accepted benchmarks.

The analysis included the borough's cash management practices for 1995 through 1999. Documentation reviewed included the borough's formal cash management plan, which is required by statute. The plan appropriately specifies the procedures for designating depositories, depositing of funds and the structure of the bank accounts. It also describes allowable investment vehicles, requires cash flow analysis and establishes the petty cash fund.

During the period 1995 through July, 1999, the plan called for all surplus cash balances to be invested in the New Jersey Cash Management Fund (NJCMF). Surplus cash balances were determined by subtracting minimum bank deposit requirements and immediate cash balance needs for accounts payable/payroll from total recorded cash balances.

Beginning August, 1999, the borough entered into a cash management arrangement with a local branch of a regional bank which, according to the team's analysis, significantly strengthens the borough's cash management process. Key features of the arrangement that will result in improved interest income include:

- Elimination of compensating balance requirements – all cash on deposit is credited with interest daily.
- Indexed interest rates – all cash on deposit is credited with interest at the 90-day treasury bill (T-Bill) rate plus 0.36%.

In addition, the borough will achieve a productivity enhancement by reducing the time spent by the borough's management in analyzing and investing surplus cash balances associated with the prior cash management process.

The team performed an analysis of the various operating bank accounts. Our analysis compares the interest actually earned by the borough from January 1, 1999 through December 31, 1999 to the earnings that would have been achieved in the NJCMF and the T-Bill. The analysis was complicated because the borough has not taken advantage of a common banking service called an account analysis. The account analysis, if requested, is provided with each month's bank statement. It shows the various charges, compensating balances, and average daily balances. Accordingly, without an account analysis, we used the month ending balances from the statements to determine monthly average available balance. This method is not as accurate as an average daily balance in computing potential earnings. However, the new banking feature of investing all cash balances on deposit eliminates the need for this analysis in the future.

The borough has an effective relationship with its primary bank, which is reduced to writing. Further, bid requests for banking services were circulated to two other banks before entering into the current banking arrangement.

The team's analysis shows that the borough earned interest in excess of the amount that would have been earned if these amounts had been invested in the NJCMF or T-Bill, which are the standard LGBR benchmarks. Specifically, the team's analysis revealed that the borough earned between \$815 and \$5,980 more than the potential earnings utilizing the LGBR benchmarks.

It should be noted that these results were obtained with only a partial year of activity under the new plan. The team assumes that the actual net improvement in interest earnings would have been greater had the new banking arrangement been in effect for the entire year.

The team commends the borough for critically analyzing its cash management process, obtaining bids for banking services, and utilizing high yielding investment strategies.

INSURANCE

Property and Casualty

The borough is insured for property, automobile and commercial liability, workers' compensation, environmental impairment, public officials and employment practices through membership in the Camden County Municipal Joint Insurance Fund (CCMJIF) and the Municipal Excess Liability Joint Insurance Fund (MELJIF). The CCMJIF provides coverage for the first \$5 million of liability coverage. The MELJIF provides an additional \$5 million of excess liability coverage for a total of \$10 million in liability coverage.

The CCMJIF requires that each participating municipal entity designate an employee, or third-party representative with appropriate professional credentials, to serve as a commissioner of the CCMJIF. That designee also coordinates the following key activities between the CCMJIF and the municipality:

- insurance plan administration;
- safety plan administration; and
- risk management.

At the time of the review, the borough clerk was the primary staff member responsible for insurance oversight and served as the designee to the CCMJIF in matters relating to insurance plan administration. A part-time volunteer had assumed responsibility for safety plan development and coordination. The borough utilizes a third party representative, recommended by the CCMJIF, to administer risk management.

Workers' Compensation

The team reviewed the borough's workers' compensation claims and related claim administration policies and procedures. The borough pays 100% of lost salary and wages on workers' compensation insurance claims, as specified in the AFSCME contract. These salaries and wages are paid starting with the first day of work missed. New Jersey statute sets, as a minimum, 70% wage reimbursement beginning at the eighth day of missed work capped at a 1999 maximum of \$539 per week. As the following table shows, the borough could have saved approximately \$1,547 or 77% of the approximately \$1,995 in wages actually paid in 1999 had it adopted the state guidelines:

1999 Workers' Compensation Claims						
Department	Total Days Missed	Salary Cost at 100%	Cost if State Standard Adopted	Savings if Not Paid for 1-7 Days	Savings if Paid 70% to State Cap of \$539	Potential Savings Current Policy vs. Statute
Public Works	18	\$1,995	\$448	\$1,355	\$598	\$1,547
Totals (1)	18	\$1,995	\$448	\$1,355	\$598	\$1,547

Note (1): Workers' compensation claims in 1998, 1999 and generally in the current year to date, are concentrated in the public works department. See safety committee comments below.

Recommendation:

The borough could, by adopting the state guidelines of 70% salary payment beginning at the eighth day of missed work, maximum \$539 per week, save \$1,547, or 77% of the full salary reimbursement costs incurred during 1999. These savings are calculated by subtracting the state standard costs of \$448 from the 1999 salary costs of \$1,995. The team notes that the \$539 increased to \$568 in 2000; however, employee salaries also increased. The team recommends that the borough negotiate the state's requirements into its negotiated agreements and adopt that change to apply to all borough employees.

Potential Cost Savings: \$1,547

The occurrence of work related injuries and associated costs has increased significantly in the current year, particularly for the street department, as determined by the team during its review of year 2000 claim data provided by the CCMJIF and interviews with borough staff. As of July 31, 2000, the borough has incurred about \$38,100 in workers' compensation claims and associated costs stemming from thirteen (13) claims, a few of which resulted from significant injuries. Based on the team's interviews with key department personnel and related correspondence and documentation, the following observations were noted:

- There is no standard operating policy and procedure regarding physician treatment of claimants that would allow the borough, through the CCMJIF, to more effectively manage the injured worker's treatment and return to work plan and it appears the cases are not proactively managed.
- The CCMJIF workers' compensation claim administrator was less than timely in responding to the borough clerk's requests for claim investigation and review services.
- Currently, the borough safety coordinator is a part-time volunteer. While the team is not in any way implying that the volunteer has not done an admirable job, it was the team's observation that the current rise in claims warrants the borough designating a paid, currently employed full-time staff member, to oversee risk management. That employee would be responsible for ensuring all staff receives adequate safety training and that there are regular, routine meetings to discuss safety issues.

Recommendation:

The team recommends that the governing body consider designating a borough employee as safety coordinator to take the lead in establishing a workers' compensation managed care operating policy and procedure with the CCMJIF; and, coordinate the timely delivery and evaluation of the CCMJIF workers' compensation administrator's claim investigation and service responsiveness. Aggressive case management of workers' compensation claims has the potential to reduce claim expenses due to lost time from work and related claim expense at least 10-20%, or about \$3,800 to \$7,600, associated with workers' compensation claims incurred by the borough from January through July, 2000. To be conservative, the team is using the \$3,800 (10%) estimate and projecting it out over the 12-month period.

Cost Savings: \$3,800

The team noted borough employees smoking in various municipal buildings. Should a loss of property or life result because of the smoking, the borough may be held responsible due to language contained in the insurance documents. The team recommends that the borough adopt a policy, consistent with statute, prohibiting smoking in government buildings. The policy should be made available to every municipal employee, prominently posted for the public, and strictly enforced.

Recommendation:

The team recommends the borough adopt and enforce a policy that prohibits smoking in borough facilities.

Health/Dental/Prescription Insurance

The borough does not participate in the New Jersey State Health Benefits Plan (SHBP). The borough selected a Health Maintenance Organization (HMO) to provide health care and prescription coverage for all eligible borough employees except the police department, which is insured through a Health Insurance Fund (HIF). A HIF is a non-profit group organized to provide participating members medical insurance at large group rates that an individual entity could not secure if it was required to obtain this insurance on its own.

As the following table indicates, there has been a significant increase in health care premiums over the last three years. The premiums increased nearly 11% between 1998 and 1999 and 25% between 1999 and 2000.

Employee Health Benefits Budget 1998 through 2000						
1998	1999	Increase \$	Increase %	2000	Increase \$	Increase %
\$300,600	\$333,500	\$32,900	10.9%	\$417,211	\$83,711	25.1%

Both bargaining unit contracts address medical insurance coverage eligibility, but generally, all full-time employees are covered. A full-time clerical employee works 35 hours per week and a full-time non-clerical employee works 40 hours per week. Also, the level of coverage is addressed differently in the contracts; however, each requires the municipality to provide health coverage to, at least, the level of a specific health benefits program. The team confirmed that only eligible employees were covered under the borough's plan.

The team performed an analysis of the cost under the current programs against NJPLUS, the base plan under New Jersey State Health Benefits Program (SHBP), as a benchmark for comparison. The analysis utilized the 1999 rates for NJPLUS and the borough's actual 1999 billings.

Based on that analysis, it appears the cost to provide employees with health coverage under the current plan is about \$75,453 greater than if the employees were enrolled in SHBP, as follows:

Insured Group	Coverage Type	Number Enrolled In Category	Annual Cost of Current Plans	Annual NJPLUS Cost	Annual Cost Difference
<i>Police:</i>					
HIF Plan Premiums	Single	3	\$7,700	\$6,304	\$1,396
	Couple	7	\$34,271	\$24,165	\$10,106
	Family	13	\$83,010	\$70,748	\$12,262
	Parent/child	2	\$7,326	\$6,206	\$1,120
	<i>Subtotal</i>	25	\$132,307	\$107,423	\$24,884
HIF Rx Plan Cost	Single	2	\$2,285	\$1,343	\$942
	Couple	7	\$22,495	\$11,022	\$11,473
	Family	13	\$36,265	\$20,675	\$15,590
	Parent/child	2	\$5,375	\$1,793	\$3,582
	<i>Subtotal</i>	24	\$66,420	\$34,833	\$31,587
Police Total			\$198,727	\$142,256	\$56,471
<i>Non-Police Employees (1)</i>	Single	10	\$27,144	\$23,112	\$4,032
	Couple	9	\$49,237	\$46,310	\$2,927
	Family	6	\$47,945	\$35,922	\$12,023
Non-Police Total:		25	\$124,326	\$105,345	\$18,981
Grand Total		50	\$323,053	\$247,601	\$75,452

(1) – Plan premiums include prescription (Rx) cost.

In order to achieve employee health benefit savings, the borough should consider enrolling all employees in the SHBP and secondarily adopt the NJPLUS program as the preferred plan. It must be noted that SHBP guidelines require that a participating entity must have all employees receiving health benefits enrolled, therefore the borough cannot split its coverage among employees. By successfully negotiating to change the coverage to participate in the SHBP, the borough would save approximately \$75,452 based on the 1999 rates. As insurance costs increase, potential savings will also increase.

Recommendation:

The team recommends that the borough endeavor to negotiate a switch to the SHBP program for all employees covered by bargaining unit contracts and select NJPLUS as its preferred coverage.

Potential Cost Savings: \$75,452

Dental Plan

The borough has a dental plan, which according to the team's analysis, cost about \$26,400 in 1999. The State of New Jersey currently requires its employees to participate in premium co-pay of 50% of a plan's costs. If the borough were to successfully negotiate premium co-pay, there would be cost savings of approximately \$13,200 per year.

Recommendation:

The borough should endeavor to negotiate the State of New Jersey co-payment standard into its next employee contracts. This would result in about \$13,200 in cost savings based on 1999 rates.

Potential Cost Savings: \$13,200

PAYROLL

The borough's payroll is being processed weekly by the full-time staff member who is also the treasurer and tax collector. According to the treasurer/tax collector, much of the weekly payroll work is redundant and only consumes about four hours per week. Based on information provided by the treasurer/tax collector, the process entails printing checks, entering data, calculating overtime and filing departmental payroll forms.

The treasurer/tax collector estimated that approximately 55 checks are processed weekly (full-time and part-time) during the months of October through May. There are more checks (in the high sixties) processed during the summer months when the part-time/seasonal employees are on payroll. In addition, there are approximately 16 part-time employees who are paid once per month. Using those estimates, the team calculated that there are approximately 3,310 payroll checks issued a year.

Based on the treasurer/tax collector's estimate of four hours per week on payroll activities, the team calculated that a total of 208 hours annually, or 11% of an FTE, are dedicated to this function. Approximately 11% of the position value for that staff member is \$5,157, making the approximate cost for each payroll check \$1.56.

It is highly unusual for pay periods to be bi-weekly; rather, the general practice is to process the payroll on a bi-weekly basis. If the borough were to shift to the biweekly payroll, it would save approximately half of the staff cost of processing payroll, or \$2,579. This recommendation would be particularly pertinent if the borough were to transition to an administrator/clerk position, as discussed under the administration section of this report.

Recommendation:

The team recommends that the paychecks be issued on a bi-weekly basis. The savings, which would be realized in the form of a productivity enhancement, would be about half of the current cost, or \$2,579.

Productivity Enhancement: \$2,579

PERSONNEL

The borough clerk is responsible for the general administrative oversight and coordination of personnel policies, although the position has not been given the authority to create and

implement new policies and procedures. The council is also involved in personnel matters, particularly for hiring, firing, discipline and interpretations of job descriptions and employee performance.

As discussed under the administration section of this report, there was no comprehensive borough table of organization available. It was reported to the team that one existed but it was very outdated and that the council was working toward creating an updated organizational chart.

According to the payroll data, the borough employed approximately 35 full-time employees and 72 part-time/seasonal employees throughout all departments during 1999. The borough is not a civil service community.

Personnel Manual

The borough has a current personnel manual. It appears the manual is kept up to date on any changes affecting the personnel policies.

Performance Standards

The borough does not have current job descriptions for its employees and in some cases the offer letter is the closest thing that an employee has which delineates the job. A job description is a vital tool for an employee and the supervisor to understand what is expected. Also, without current job descriptions, borough management cannot adequately assess if all positions are fully utilized or deployed in the most efficient manner.

Tangent with no job descriptions, the borough does not perform written evaluations of employees' performance. A performance evaluation program is an important tool in measuring an employee's success and for improving the quality of borough services. Evaluations provide an employee with an assessment of overall performance and measurable goals for improvement.

Recommendation:

The team recommends that the borough adopt current job descriptions for every position. These documents should be reviewed and updated on a regularly scheduled basis, but at least annually. Performance criteria should also be adopted which will provide measurable, obtainable goals. The borough should ensure that department heads conduct performance appraisals of all employees annually.

Attendance Records

Each employee's department tracks employee attendance. Attendance is recorded on time sheets that are submitted to the treasurer/tax collector for processing on a weekly basis. Prior to submitting, the department head reviews and signs the time sheets verifying the data is an accurate reflection of attendance.

The team found the current process to be weak. The information maintained by the payroll clerk did not, in all cases, match that which was made available to the team from the police

department. For instance, the records of the payroll clerk for the compensation time for police in 1999 appeared to vary from what the police department reported to the team and from what is permitted by contract or the personnel manual.

Implementation of a centralized personnel system would eliminate the potential for discrepancies in time tracking because it would include such things as standardized forms and approval processes. It would also establish that standardized weekly reports be submitted each week which detail compensation time accrued during the week and for what purpose. The personnel officer would be responsible for maintaining those records and ensuring that all payments comply with the stipulations of the bargaining unit agreement and personnel manual. Such a standardized system is supported by existing language in the personnel manual.

Recommendations:

The team recommends that all tracking of time be centralized under the borough administration.

PURCHASING

A clerk in the borough's administrative office manages the purchasing operation under the purview of the chief financial officer (CFO). There were approximately 1,612 purchase orders for over \$582,000 in services and material processed for 1999. The staff cost is estimated at \$23,712 (\$23,712 or 80% of the accounts payable clerk's and \$7,093 or 10% of the CFO's position salary).

Under current procedures, as supported in the written interoffice procedure addressing purchasing, when a borough department has a need for goods or services, the department will solicit quotations and forward the quotations with a purchasing requisition to accounts payable. Accounts payable will then prepare and enter the purchase order into the accounting system for the approval/disapproval of the CFO. Upon approval, the purchase order is mailed to the vendor, with copies to the department and requesting agency. Upon delivery of goods or services, the receiving report from the agency (verifying receipt), along with the vendor's copy of purchase order and invoice, are processed through accounts payable, then forwarded to the treasurer and appropriate council member for approval prior to posting to the bill list for final payment.

Although there is an established process, the team observed that purchasing requisitions were often being submitted as confirming purchase orders, that is, submitted to the accounts payable clerk after the goods and services were delivered. (For an example, see the public works section of this report.) In addition, commodities for which annual term contracts could be bid and established were being purchased based upon a quotation and/or confirming order basis.

As required by statute, the CFO advertises to solicit sealed bids for goods and services costing over the bid threshold and manages the bid review and recommendation for award process. Where available, for certain types of products and services, the borough makes purchases under state contracts.

Under the recently amended public contracts law, greater bid threshold latitude is provided to municipalities with a qualified purchasing agent (QPA). In addition, opportunities for competitive contracting to be used in lieu of the public bidding of certain types of specialized services and State of New Jersey contracts are used for benchmarking quotations.

Barrington municipal purchasing could benefit from having a QPA. The team recommends that the (recommended) borough business administrator/clerk should also be a qualified purchasing agent. A second option would be for the borough to share the services of a QPA with one or more neighboring municipalities.

Recommendation:

The team recommends the borough require the business administrator/clerk also obtain the credentials to be a qualified purchasing agent or that the borough share the services of a QPA with neighboring communities.

In addition, there also needs to be greater emphasis on planning, the development of purchasing cycles for each of the departments, and inclusion of the purchasing agent in the budget planning process. The purchasing agent would then be able to determine the most cost effective way to meet the city's material and service needs for the upcoming fiscal year. The purchasing agent should also clarify and refine the interoffice procedure to create a comprehensive purchasing manual which, when issued, would codify purchasing policies and procedures. The procedures established in the manual should be strictly enforced and the only allowable exceptions to the process should be for legitimate emergency purchases.

In concert with an improved planning process, the purchasing agent needs to expand the number and type of procurement options available to meet borough needs, in addition to those provided in the newly amended statute. For example, the borough could gain greater output from its purchasing dollar through participation in municipal based purchasing cooperatives. It should be the purchasing agent's responsibility to seek the best combination of price and delivery for every purchase in accordance with statute.

Cooperative pricing agreements enable multiple municipalities (and/or counties and school districts) to aggregate their needs to gain greater discounts for commonly needed services and supplies. Existing cooperatives have documented savings of 20 to 50% below current state contract prices. Participation usually includes a 6% management fee.

Cooperative purchasing also helps facilitate the planning process as annual requirements, to the greatest extent possible, are identified at the beginning of the fiscal year from utilization in the previous year. However, they also allow the municipality to benefit from lower contract prices for services or supplies that were not anticipated, but covered under contract for other cooperative participants.

In conclusion, based upon \$582,000 of goods and services purchased in 1999 and utilizing a conservative average estimate of 10 to 20%, the borough could save between \$58,200 and \$116,400 by having a qualified purchasing agent, including the purchasing agent in the budget

planning process, maximizing the use of competitive contracting, benchmarking and expanding its cooperative purchasing efforts and strictly complying with the established purchasing procedures.

Recommendation:

The team estimates that the borough would recognize a costs savings of between 10% and 20% by employing a qualified purchasing agent, including the purchasing agent in the budget planning process, and maximizing the use of competitive contracting, benchmarking and cooperative purchasing.

Cost Savings: \$58,200

PROFESSIONAL SERVICES

The New Jersey Local Public Contracts Law (N.J.S.A. 40A:11-1 et. seq.) allows municipalities to award contracts for certain professional services without following the formal bid process. However, while there exists no legal requirement to solicit proposals for these professional services, the statute clearly encourages competition in awarding of the contract. Also, soliciting bids is a prudent business practice because it establishes a market value of the professional service and gives an incentive to the professional service vendors to be competitive. The team found no evidence of solicitation of proposals for these professional services.

The following table illustrates expenditures on professional services by the borough in 1999:

1999 Professional Services	Amount
Total Legal	\$26,190
Total Auditing	\$16,500
Total Engineering	\$90,203
Economic Development	\$16,300
Total	\$149,193

Recommendation:

The borough should create an appropriate scope of work outline for each professional service and solicit proposals and fee schedules from firms with the desired skill and experience. A council committee can review the various proposals for experience, qualifications, geographic proximity, cost and other related factors. Based on the evaluations and recommendations made by the council committee, the mayor and council can make the award to the firm that submits the proposal which best meets the borough's needs, which may not necessarily be the firm that submits the lowest-cost proposal. The team anticipates that injecting an element of competition could result in an overall reduction in professional service expenditures by at least 5% of the \$149,193 cost in 1999.

Cost Savings: \$7,460

The team noted that payments for engineering consulting services could be more closely monitored throughout the year. Although the engineer operates only at the direction of council and provides very accurate time and expense summaries on invoices, it appears that the governing body assigns work without a fully informed understanding of the ultimate cost to the borough of such services during a given year. It is the team's opinion that the governing body should have an engineering report made available to them at each monthly caucus meeting so that special requests for engineering services can be measured against expenditures to date. This would allow the governing body to prioritize the need for services, as opposed to assigning tasks that may or may not require the engineer's immediate attention, or that may possibly be performed internally by municipal employees under the supervision of the engineer. The (proposed) business administrator/clerk can assist the governing body with tracking of the payments and providing the engineer with formal requests, thereby initiating action on the part of the engineer.

The team noted that budgeted engineering services required modification totaling about \$3,000 through the fall of 2000 because overall service costs were not fully monitored during the year.

Recommendation:

The governing body should design and implement a procedure that would allow them to monitor the cost of engineering services throughout the year, in order to better prioritize and control the use of professional engineering services. It is recommended that the (proposed) business administrator/clerk assist the governing body in controlling and administering those costs and providing one source for contract administration.

Cost Savings: \$3,000

TAX ASSESSMENT

The borough is a mature and stable community and, generally, does not experience significant change in total assessments. It has experienced a 0.4% decrease in total assessed value over the four year period, which is tied most directly to an assessed valuation dispute. Accordingly, the assessed value of the property under dispute is not included in the total assessed property value of the borough until such time as the matter is resolved.

The following table shows total assessments from 1997 (the year the last revaluation took effect) through 2000:

Year	Total Assessed Value
1997	\$270,202,800
1998	\$270,325,100
1999	\$269,891,100
2000	\$269,163,400
Total Decrease	(\$1,039,400)

The total assessed property value in Barrington was \$269,163,400 for 2,155 line items. About 78% of the tax base is residential; 21% is commercial/industrial/apartment; and, the remaining 1% is vacant land and farm. The current equalized ratio is 99.94%. The assessor credits the high ratio to the reevaluation performed in 1996 and effective in 1997.

The following table illustrates real property classification in 2000:

Classification	Line Items	Assessment	% of Total Assessments
Vacant Land	66	\$1,829,500	0.68%
Residential	1,991	\$210,038,800	78.03%
Farm (regular)	1	\$298,700	0.11%
Farm (qualified)	1	\$6,800	0.01%
Commercial	79	\$20,215,000	7.51%
Industrial	11	\$19,028,400	7.07%
Apartment	6	\$17,746,200	6.59%
Total Line Items	2,155	\$269,163,400	100.00%

Staffing/Organization

A part-time employee performs the tax assessor function. He is a full-time assessor in a neighboring community and works for Barrington approximately 208 hours per year. The 1999 position value for the assessor was \$9,710. He is supported by an administrative clerk who allocates about 35% of her time to tax assessment duties, for a position value of about \$11,245.

As mentioned, there are 2,155 tax line items in the borough in the year 2000. The International Assessment Officers Association (IAOA) establishes minimum staffing and cost benchmarks for tax assessors' offices. According to the association, a municipality can expect to spend between \$11 to \$12 per line item and there should be approximately 3,400 to 3,600 lines per staff person. Utilizing that benchmark, it would appear that the borough would need approximately 0.63 FTE staffing the function. According to the team's analysis, the borough is staffing this function with 0.46 FTE (including the assessor) at a cost of about \$9.72 per line item, which is below the benchmarks.

The borough is commended for operating an efficient tax assessment function.

TAX COLLECTION

Tax collection is another area where there is a conflict between what is included in Attachment A and what was provided during the interview and observation process.

During FY 1999, all staff performed the tax collection function in addition to other operational and financial duties. The treasurer is the borough's tax collector and a clerical support staff member is deputy tax collector. The staff is responsible for collecting taxes assessed for the

school district, county, and municipality and for billing and collecting for the sewer utility. Based on that information, the team estimated the combined position value for this function was about \$23,323, including a portion of the treasurer's staff cost.

An efficient workload ratio identified in previous LGBR reports is between 3,000 - 3,300 tax lines per staff person. Based on information in Attachment A, it appears that .50 FTE of clerical support time is used in performing tax collection functions plus a portion of the treasurer/tax collector's time. The borough has approximately 2,155 tax line items that would require approximately 0.718 FTE. Therefore, it appears that the staff is achieving higher than the benchmark.

The sewer utility collection process consumes an additional 310 hours or 0.28 FTE.

Another benchmark utilized by LGBR is a target collection rate of the state average, which was 96% in 1999. As evident in the table, the borough has a fairly stable collection rate that exceeds the standard. The team compiled this tax collection rate data from the annual municipal audits.

	1995	1996	1997	1998	1999
Collection Rate	97.02%	96.44%	97.41%	97.06%	97.65%

The staff performing the tax collection function is commended for achieving an admirable collection rate with an economic staff configuration.

TECHNOLOGY

Technology provides local government administrators with numerous opportunities for savings including improved productivity and staffing realignments. The goal of management and office automation should be to use technology to promote an efficient and effective organization while limiting the impact on resources.

The borough has eight personal/desktop computers supporting the administrative activities located in the borough's municipal building. Also, there is a file server, including seven computer units, assigned to the police. The two remaining computers are located in the public works building and the municipal court.

Technology Plan

The borough did not have a formal technology plan in place at the time of our review. Technology plans provide budgeting information for borough management, elected officials and the public. The absence of a formal technology plan exposes the borough to the risk that ineffective and inefficient technology acquisition and application decisions may be made at significant cost to the taxpayers.

It was the team's observation that while computers are being effectively utilized to assist in tracking of numerous central functions, such as construction code enforcement, tax assessing and collecting, accounts payable and receivable, and statutory clerk functions, the use of technology

could be enhanced in some key functions. The team noted that police administration, particularly for recording of crime statistics and tracking of employee time records, could more efficiently utilize technology. Also, during the interview process, several staff noted that they would be more efficient in the use of the technology if they were more thoroughly trained. As discussed in other sections of this report, efficient use of available technology would improve the purchasing function as well as scheduling of public works activities.

The current purchasing process requires that borough employees (primarily in the police and public works operations) must physically deliver purchase requisitions and related documents to the accounting department for review, approval, and purchase order issuance. This manual process occurs because the police and public works operations are not linked electronically to the accounting department. Although purchasing data is electronically recorded in the originating department, the failure to link all departments has resulted in a time intensive, manual process. A technology plan, regularly updated, would identify this type of process improvement opportunity; and, assist borough officials in making informed business decisions regarding budgeted technology dollars.

During the team's review of technology usage in the police department, we learned that crime statistics for the years 1998 and prior were made inaccessible during a system conversion completed in mid-1999. As a result, the department is manually entering data for the past ten years into the new system in order to maintain historic data integrity. MIS planning includes creating conversion processes when an entity moves data from a predecessor to a successor system. The existence of a plan could have anticipated, and therefore prevented, the loss of historic data during the police department conversion.

Also, as discussed in the police section of this report, the team was provided with information that was not consistent between the police department and central payroll regarding employee time off. Tracking of employee time utilizing a centralized personnel system would negate the potential for inconsistent record keeping. Similarly, regular routine scheduling of public works activities would greatly increase efficiency for that staff.

Generally, a technology plan would include:

- How the borough is organized;
- What resources are available and what resources and capabilities are needed;
- Who is responsible for plan implementation and who needs access to resources;
- When, and how, the desired resources and capabilities are to be acquired and implemented;
- Who will be responsible for acquiring and maintaining required licenses for various software applications; and, controlling their use;
- Who will be trained and what training opportunities are available;
- How much implementing the plan will cost; and
- How frequently the plan is to be updated to keep up with ongoing technological change; and, who is responsible for maintaining the updated plan.

Recommendation:

The team recommends that the council create a technology committee. The committee could develop a plan based on a self-assessment of borough needs and an appropriate budget. The (proposed) borough administrator/clerk could provide staff support and the committee should seek the input of the borough management staff. Also, in preparing the plan, the committee may want to reach out to borough residents with technology expertise to participate in the process on a volunteer basis. The savings to be realized for the purchasing and public works functions are included in those sections.

POLICE SERVICES

Overview

During 1999, 15 sworn officers, one full-time secretary, a part-time special officer for non-police duties, and two part-time clerk/dispatchers staffed the Barrington police department. The two part-time clerk/dispatchers provide staff support in the absence of the secretary and also assist with special projects. Payroll data provided the team indicated that there were also 11 part-time crossing guards during 1999. With the exception of adding one new position, there have been minimal staffing changes within the department in recent years.

According to the Uniform Crime Report (UCR), Barrington is classified as a “suburban” community, identified as a single-family residential community. Barrington experienced a 17.9 crime rate per 1,000, the second lowest among seven local communities. The chart below depicts how Barrington compares with neighboring municipalities:

Municipality	Crime Rate per 1,000	Population 1998 Estimated	Land Area	# On Force 1998
Audubon Borough	39.2	8,848	1.49	19
Lawnside	40.1	2,835	1.40	10
Magnolia Borough	40.0	4,772	.99	11
Stratford Borough	33.4	7,376	1.58	15
Somerdale Borough	38.8	5,443	1.36	12
Haddon Heights	14.0	7,520	1.56	21
Barrington	17.9	7,185	1.61	16

Organization

There are four important documents that are essential to establishing, maintaining and administering a municipal police department:

- N.J.S.A. 40A:14-118 “Police force; creation and establishment; regulation; members; chief of police; powers and duties;”
- The borough code or ordinance establishing the police department and designating the appropriate authority;
- The police rules and regulations; and
- Mission statement identifying the purpose and mission.

These four documents, one that is statute and three that are the responsibility of the municipality, work together to form the foundation of the municipal police department and how it is organized and managed.

The borough's administrative code and ordinance includes key concepts of N.J.S.A. 40A:14-118, including general provisions, duties of chief of police, performance of duty and mutual aid. The director of public safety (council member) is the liaison between council and the police department.

Mission Statement

No single statement of the police mission can be expected to fit perfectly the differing needs, priorities, and capabilities of America's 17,000 state, county and municipal police agencies. It is important, however, for each agency to express its purpose, philosophy, and values in such a way that members, employees, citizens, and visitors know what the agency stands for. Currently, the Barrington police department has no formal mission statement, although the chief indicated that a mission statement was an important management tool and that one should be developed. The team concurs with the chief's observation. After adopting a mission statement, the department, in conjunction with the governing body, would need to formulate a set of goals and objectives.

Recommendation:

The police department should begin a strategic management effort to formulate, implement, and subsequently evaluate a set of goals and objectives for the organization, along with a corresponding mission statement that identifies the philosophy of the agency. That effort should include input from force members. Once prepared, the department should transmit the statement in the form of a directive to its members and employees, and post the statement in the break room area of the department. It would be important that each member and employee be committed to its content in their conduct and performance and that the mission statement be advertised to the residents.

The team also notes that the department should review and update the police procedures manual, and institute a system of written directives which would include a receipting requirement. Without the safeguard of a receipting requirement, an employee can construct a defense against a charge of violating a particular directive by denying ever having received the document. The Division of Criminal Justice (DCJ) has a sample directive it can make available to the municipality.

Recommendation:

The team that recommends the borough initiate a receipting requirement.

Police Operations

The total position value for the police department in 1999 was \$1,059,596, which included sworn officers, crossing guards, clerical support and building security. Of that amount, \$1,020,852 was for sworn officers, including the chief, captain, and detective sergeant, representing 53% of the municipal appropriations on salaries, benefits, and statutory payments. In addition, there was \$25,043 paid in overtime during 1999, which does not include compensatory time.

The department is organized along line (operations) and staff (administrative) functions. The police department total member strength during 1999 was 15 members, as follows:

Chief of Police	1
Captain	1
Detective Sergeant	1
Platoon Sergeant	4
Patrolman	8

At the time of this review, the patrols consisted of four platoons, each with two patrol officers and a sergeant, who supervised as well as responded to calls. Attachment C provides the 1999 table of organization.

Day to day administrative responsibilities fall within the duties of the chief and captain. Various other department needs are divided among the detective sergeant and four platoon sergeants. For example, equipment maintenance, radar log, crime prevention, community policing and DARE are platoon sergeants' responsibilities while the detective sergeant is more of a staff function. In addition, the sergeants are responsible for training new recruits.

The team observed that the incoming shift did not report to headquarters to relieve the outgoing shift. It was the platoon sergeants' responsibility to inform the shift of any operational information and it was expected that the patrol officers would read the notices on the official bulletin board in the locker room. The team found this to be a weak process; roll call and the dissemination of information should be consistent and a predictable event, to insure safety and compliance with departmental directives.

There appears to be an imbalance with the supervisor line officer equation. Generally, the accepted ratio or span of control for an operation of this size is one supervisor for every four-five line officers. With the exception of the captain, Barringtons' ratios exceed this benchmark. The chief's span of control is one; the captain is five; the sergeants' is two and the detective sergeant is none.

The team conducted one-on-one interviews with the supervisory officers as well as several patrol officers and there were common areas of concern: manpower, time off and safety of those on the street. The chief informed the team that, for safety reasons, the department always schedules a minimum of two officers on any given tour of duty.

Beat Patrol Analysis

To determine manpower needs utilizing the beat patrol analysis, it is necessary to review three variables: the number of patrol activities, the calls for service and consumed time, and the average officer availability.

The patrol staff are assigned to a rotating shift schedule consisting of five days on duty followed by two days off, five days on duty followed by two days off, and five days on duty followed by one day off. Based on an eight hour shift length, deduction of 96 hours of schedule adjustment time to comply with the Fair Labor Standards Act (FLSA), the average time taken by police

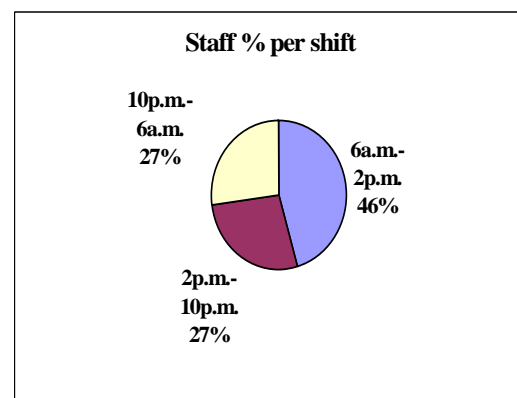
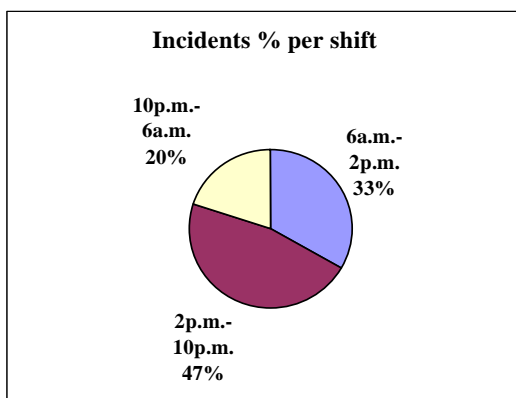
officers for vacation, sick time, training, personal and compensatory, the average “officer availability” is approximately 1,758 hours annually. LGBR used that calculation as a reliable estimate of how many hours the average police officer worked during a given year.

The call data contained on the reports generated by the police department varied greatly from the data provided by the county communications center. Prior to receiving the county data, the chief indicated that the numbers would be significantly different because of variations of how police activities are recorded. For instance, a call that is received by the police secretary and resulting in a subsequent dispatch of a police car, may not be recorded on the county communications records because the county did not perform the dispatch. However, in general, the types of calls dispatched from the police department did not appear to be of an emergency nature, such as shift change transports, checking a suspicious house, etc. The team found that the police monthly activity reports had two entries identified as calls answered and complaints answered totaling 12,902 and 4,059, respectively, while the county data showed 4,227 calls for service.

To insure consistency with how the analysis is performed for other municipalities, the team used the data provided by the county communications center to perform the beat patrol analysis. Also, the county does not specifically analyze the average consumed time per call and response time; therefore, the team utilized the Division of Criminal Justice (DCJ) average of 45 minutes per call as a reliable standard. Recent information provided by the DCJ would indicate however, that the 45-minute average per call time is exceedingly generous in a municipality such as Barrington. At the conclusion of this analysis, application of the beat patrol analysis indicated that six patrol officers are needed to answer the calls for service generated for the Barrington police force versus the current staff of eight patrolman and four sergeants. However, with the current police department structure, shift configuration and the need to have at least two officers on each shift, the patrol division seems to be staffed appropriately. The team notes also that the number of needed officers would be even less if a lower average response time was utilized.

Distribution of Staff Resources

The team analyzed the number of incidents versus distribution of staff. Further delineation of the 4,227 calls for service (CFS) reflects that 848 calls, or 20%, occurred between the hours of 10:00 p.m. – 6:00 a.m.; 33% of the calls occurred during the 6:00 a.m. to 2:00 p.m. and 47%, the greatest amount of calls, during the 2:00 p.m. to 10:00 p.m. shifts. The following charts provide the summary of that analysis:



Note that while the largest percentage of calls (47%) were received and answered during the 2:00 p.m. shift, only 27% of the staff is allocated to that timeframe. As the existing table of organization indicates, each platoon consists of one sergeant and two patrol officers, therefore it is not the lower ranking staff that makes the disproportionate distribution. The chief, captain, and detective all work day hours during the weekday. While all are reachable and do respond during the evenings and weekends when necessary, the team observed, as reflected in the charts, that the borough currently does not have staff assigned when the need is greatest to the community.

Further, the team learned, during the course of several interviews, that it was difficult, if not impossible, to get any time off over and above rotation days. This was attributed to the fact that neither the chief or the captain were available to work weekends. This was creating a hardship on the ability of rank and file officers to get time off on the weekend, as well as negatively affecting morale.

Upon review of the criminal investigative workload as well as the day shift schedule worked by the detective sergeant, there appears to be an opportunity to utilize the detective sergeant as an on-call supervisor. During the interview with the detective sergeant, the team learned that he is on occasion responding to calls for service and that, in the absence of both the chief and captain, he also serves as the next in command. This supervisor, upon the request of the patrol officers, is summoned to assist the patrolling platoon during the day shift.

Recommendation:

The team recommends that the department, in consultation with governing body, evaluate the current staffing distribution to determine the appropriate allocation of its resources, based on community need. The team also recommends that the captain and the detective sergeant provide the supervision for the 6:00 a.m. to 2:00 p.m. shift. The cost savings would be the position value for one sergeant's position.

Cost Savings: \$67,810

The small number of calls combined with the staffing analysis indicates that the borough may want to consider utilizing the services of a local neighboring community for supervision of the 10:00 p.m. to 6:00 a.m. shift. It was noted throughout the interview process that Barrington officers often respond to calls in neighboring Haddon Heights and serve as backup on any significant calls in the neighboring community. The police department is commended for this cooperation and "sharing" of this service. Based on this already established cooperative relationship, the team is recommending that the Barrington department seek to have a more formal sharing of service with the neighboring community, particularly for supervision of the 10:00 p.m. to 6:00 a.m. shift. Under a consolidated arrangement, Barrington would have two patrol officers patrolling the borough and responding to calls, but could "split" a supervisor with the neighboring borough at a considerable reduction in cost. The average position value for a Barrington sergeant is \$67,810, making a reasonable reimbursement to the "host" supervisory community half of that cost, or slightly less than \$34,000.

Recommendation:

The team recommends that the borough seek to enter into an agreement with a neighboring community for supervision of the 10:00 p.m. to 6:00 a.m. shift. A reasonable reimbursement would be half of the average position value of a sergeant in Barrington, or approximately \$34,000. That shift sergeant position can be realigned to a patrol officer's position to augment the 2:00 to 10:00 p.m. shift.

Value Added Expense: \$34,000

Crossing Guard Coverage

Payroll data indicates that \$25,043 was spent for overtime during 1999. Overtime was authorized for both sworn and special officers, in many cases due to staff shortages, special assignments, and covering the borough's nine crossing guard posts.

The team learned, through observations and interviews, that there are sworn members, including the chief and the captain, performing crossing guard functions, which could be assigned to civilian personnel at a substantial cost reduction. In addition, the police captain is responsible for weekly time sheets and scheduling of crossing guards.

According to the records provided the team, a total of 53.5 hours of crossing guard duty was performed by patrol officers and sergeants. If each of those hours were paid at the normal hourly rate, it would have cost approximately \$1,214 (based on average hourly rate of \$22.70 for police officers). That figure does not include the cost of the chief or captain covering crossing guard positions, which was reported to the team as being a fairly frequent occurrence. The chief informed the team that it was difficult to recruit additional crossing guards due to the nature of the work, which involved being available early in the morning, leaving the post and then returning later in the day. The borough may want to consider hiring additional crossing guard auxiliary. In 1999, the hourly rate offered to crossing guards was \$8.10, as opposed to the average hourly rate of \$22.70 for patrol officers. Every hour a crossing guard covers the post, the municipality is enjoying, at a minimum, a productivity enhancement of \$14.60, or the difference between the officer and crossing guard hourly pay.

Recommendation:

The team recommends that the borough recruit additional civilian employees as crossing guard reserves.

Alarms

According to the data received from county dispatch, there were 424 alarm incidents recorded for 1999. At present, there is no ordinance pertaining to the registration of and police response to alarms for borough residents and commercial establishments. Several neighboring communities have alarm ordinances. During interviews, the team learned that most of the alarms responded to by the police department were unfounded or false alarms and was usually due to user error. National statistics indicate that over 90% of the false alarms are attributable to end user negligence and/or improper use, or no training. Nonetheless, duty requires a response and this effort takes away from the patrol activity on any given shift. Calculating the number of

recorded alarm CFS at 90% totals 382. Estimating 20 minutes on each false alarm call results in 127 hours of patrol time. The actual number of installed alarms within the borough is unknown; however, it is estimated that there are over 250 alarm systems within the borough that are not registered.

Recommendation:

The governing body could adopt an alarm ordinance that includes penalties for false alarms. This would reduce the present rate of false alarms and generate revenue to offset the cost of having patrol officers respond. The team is assuming a productivity enhancement for the responding patrol officers and sergeants at \$22.70 per hour, because the false alarms could conceivably be reduced by 50% once penalties are accessed. A \$10 registration fee could also be included which would generate an additional \$2,500 based on 250 existing alarm systems. Creating such a system, however, could be very labor intensive in the initial phases; therefore, the borough is encouraged to use technology for the tracking of false alarms.

Revenue Enhancement: \$2,500

Productivity Enhancement: \$1,441

Police Fleet

The department has a fleet of seven vehicles ranging from 1992 to the present. One of the unmarked vehicles is assigned to the chief. At the recommendation of the chief, the borough has been replacing at least one vehicle per year. Previously, the replacement vehicle policy amounted to purchasing two new vehicles annually.

The first day of each day shift rotation the platoon sergeant is responsible for a complete check of the vehicles and submits a report regarding his findings. Any/all repair work is scheduled and, if necessary, the vehicle is taken out of service. The team learned that to complete this inspection requires about four hours every week. Remanding this duty to each officer as they take over control of the vehicle would allow the sergeant to be better utilized in performing and supervising basic patrol operations.

Recommendation:

The team recommends that the borough mechanic put a vehicle maintenance inventory system in place, which would, among other things, provide for a scheduled program for all police vehicles. Also, each patrol officer should be required to complete a check-off list at the start of each shift as he takes over responsibility for the vehicle. The team estimates a productivity enhancement of 208 hours per year at the average sergeants' hourly rate of \$26.

Productivity Enhancement: \$5,408

COURT

While the team recognizes the separate authority and responsibility of the judicial branch of government, we have made the following comments and recommendations in an effort to provide the community with information on current and potential operations, procedures and programs available to the court. Recommendations are made with the knowledge that further review and approval will be required by appropriate judicial personnel.

Organization/Staffing

The borough court administrative offices are located on the first floor of the municipal building and court sessions are held in the council meeting room. During the course of the review, the team observed several court sessions and interviewed various staff members, including the presiding municipal judge.

During 1999, a full-time court administrator and a part-time deputy administrator staffed the office. The court administrator is responsible for all financial transactions in the department. The deputy administrator coordinates the preparation of the court docket.

There are generally two court sessions per month, on the 1st and 3rd Wednesdays, beginning at 5:00 p.m. It was reported to the team that there were 21 court sessions during 1999. It appeared the meeting room was large enough to handle all of those in attendance for court. The court proceedings started promptly and continued until all of the cases on the docket were addressed. However, the team noted that there was no computer terminal on the bench to facilitate timely and efficient entry during the proceedings. Staff noted that there were no immediate plans for placing a terminal on the bench. The team further notes that the New Jersey Administrative Office of the Courts (AOC) recommends that terminals be placed on the bench so that the staff member assisting the judge during sessions can simultaneously enter dispositions. The terminals are provided free of charge from the AOC. The team concurs with AOC and agrees that placing the terminal on the bench would reduce staff time on task and expedite the process for the public by having fees and fines entered simultaneously, rather than the current practice of making the person wait at the payment window for entry of the disposition before payment can be made. Also, a terminal on the bench assists the judge in that staff can do look-ups instantly.

Recommendation:

The team recommends that the borough contact the AOC to acquire a terminal for the bench for the reasons outlined above.

Case Management

The borough started utilizing the ATS/ACS for tracking of court matters in 1996. During the interviews with staff, it was reported to the team that not all prior year transactions have been entered into the computer system and that staff has begun the process of entering all back logged data.

There was no weighted staffing analysis available for the team to review, as LGBR has found in other counties. Therefore, the following discussion is provided as an example of workload and how the workload might translate into staff (full-time equivalents, or FTE) needs.

Staff estimated that they were able to enter about 21 tickets per hour. According to the ATS/ACS information, a total of 1,472 were added and 1,522 tickets were disposed of in 1999 for a total of 2,994 ticket-related entries. This number, divided by the average entry rate of 21 per hour, would make it appear approximately 142.5 staff hours were necessary to enter ticket information. Based on an estimated 1,450 hours in a 35 hour workweek per year (1,820 hours minus holidays, potential sick days, administrative leave days, and vacation days), 142.5 hours represent approximately .10 (10%) of an FTE (full-time equivalent). While the team recognizes that data entry is only a single element of the functions of the court staff, it does appear that the results of the analysis would indicate that the court could operate effectively with significantly less than the current 1.5 FTE.

Recommendation:

The team recommends the borough contact the county vicinage, municipal court division, and the assignment judge to request that there be an evaluation of an appropriate staffing pattern for the court administrative office. To avoid the perception of conflict, the assignment judge, who also serves as the borough's presiding judge, may want to consider exercising his option to request another judge oversee the staffing analysis.

The team learned that several years ago representatives of several municipalities in the area formed a committee to discuss and research available options regarding some sharing of court services. Among the options discussed was the idea of a joint court or consolidated court and sharing of facilities or staff. It was reported to the team that there had been a significant amount of time and research put into the effort but, for various reasons, most notably "home rule" and resistance to change, the discussions were stopped abruptly. However, while this report was being drafted, the discussions were reopened as part of a larger effort to determine what services could appropriately be shared with neighboring municipalities. The team supports the idea of a sharing of the court services, particularly in light of the team's observations about the borough's caseload and current staffing level. The idea of shared services is discussed further in the shared service section of this report. Although court is not specifically addressed, the basic tenets are the same as introduced in the overview.

The team commends the borough for pursuing options for providing court services in a cost-effective manner and encourages the borough to continue the efforts.

Financial Information

The 1999 salary costs associated with the court was \$87,423, as follows:

Staff Position	Position Value
Administrator	\$37,880
Deputy Administrator	\$22,300
Recorder	\$1,733
Judge	\$13,456
Security	\$12,054
Total	\$87,423

The 1999 borough budget reflects the total revenues collected for 1999 were \$72,000. The following is a summary of the fines and costs collected for the last five fiscal years.

Current Fund Summary	1995	1996	1997	1998	1999
Fines & Costs	\$90,000	\$66,000	\$68,000	\$68,000	\$72,000

Time Payments

From time to time defendants are unable to pay fines assessed in court. In these cases, the judge may allow a defendant to make periodic payments. These payments are referred to as “time payments.” In reviewing the time payments of the borough, the team found that the time payments have grown during the period under review. The administrator reported that since 1996 the total of \$154,928 is the combined total of fines uncollected.

The Barrington court may be a candidate for the Comprehensive Enforcement Program (CEP) offered by the AOC to assist in enhancing collections. Barrington may apply to the AOC for participation in this program to assist the court in locating defendants who have failed to make the required payments and have not responded to the regular collection methods. The CEP, by law, keeps 25% of the amount collected. That translates to about \$23,239 in additional collections if the CEP achieves a 20% collection rate, although a significant amount of those collections would be remitted to other agencies. The team is conservatively estimating that the borough would be able to retain about 50% of the increased collections.

Recommendation:

It is recommended that the borough file contact with the AOC to participate in the Comprehensive Enforcement Program for the collection of delinquent funds.

Revenue Enhancement: \$11,620

Credit Card Payments

Recent revisions to the rules governing the administration of the New Jersey Court system permit municipal courts to accept credit cards for most payments due to the court. Presently, Barrington does not have a system in place. However, the team was advised by the court administrator that there are occasions when the payment of fines by credit card would expedite the process and insure immediate payment.

Recommendation:

The team recommends that the borough contact the AOC to pursue the possibility of accepting credit cards for payment of fines and costs assessed by the court.

PROSECUTOR/PUBLIC DEFENDER

The team observed the borough prosecutor during various court sessions. It appeared the prosecutor was prepared for the cases and ready to proceed on all matters. The prosecutor also assists with the record management pertaining to the discovery process. In addition to his court duties, from time to time the prosecutor assists the police officers with probable cause situations. The prosecutor's base salary for 1999 was \$5,500, for a total position value of \$5,605.

Payroll data indicates that during 1999 the borough employed two public defenders, one of which was the primary public defender and one who filled in for the public defender when appropriate. The 1999 base salary for the public defender was \$3,710, with a combined position value of \$3,989.

EMERGENCY MANAGEMENT

The borough has a part-time emergency management coordinator and the chief of police serves as the deputy coordinator. The coordinator was paid \$2,575 during 1999, and the chief is not given a stipend for his involvement.

The team reviewed the municipal budgets for 1996-1999 and noted that the borough has received approximately \$24,776, or \$4,950 per year, in emergency management grants. According to the coordinator, the difference between his stipend and the grant is utilized to purchase equipment and materials in support of the emergency management function.

Each member of the governing body serves on the emergency management council, as well as numerous volunteers. The borough received approval for its emergency management plan on August 17, 2000. The team had the opportunity to observe an emergency management exercise during the course of the review, which utilized many volunteers and municipal staff.

The team commends the borough for its cost-effective provision of emergency management services and the use of volunteers and governing body members to provide the services.

EMERGENCY MEDICAL SERVICES**Overview**

It is difficult to access the delivery of emergency services and public safety without looking at all components. Also, during the course of the review, staff members questioned the financial

aspects of the current service delivery agreement. For those reasons, the team is including a discussion of emergency medical services (EMS) in this review, based on available information.

In practice, the Barrington Ambulance Association (association) provides emergency medical services for the borough and for the Borough of Lawnside. The association currently has about 40 volunteers, one headquarters in the building adjoining the borough's fire department, and two ambulance units.

The association, through the director of public safety, provides monthly reports to the council regarding the number of runs. Also, the county dispatch center provided the team with calls for service data. The data provided in the two separate formats vary with the county center's data showing about 2,022 calls for service and the association's report showing about 1,028 calls answered. Further, the ambulance captain noted that the numbers for 1999 are a little low and that they are up for 2000. Therefore, for purposes of this analysis and so as not to overestimate run numbers, the team is utilizing the association's report.

As an incorporated not-for-profit organization, the association is not a branch of the borough government; therefore, the team did not have full access to financial, budgetary or management files. However, the captain was very helpful and did graciously meet with the team and provide what information was available regarding the services.

Alliance Agreement

As is common, the association was faced with a dwindling number of volunteers during the day, which threatened the ability to adequately provide services. In answer to the dwindling number of volunteers, the association entered into an agreement with the EMS Alliance of Camden County (alliance) to provide services between 6:00 a.m. and 6:00 p.m., Monday through Friday, for a total of 60 hours per week. The association continues to provide the services for evenings and weekends for a total of 108 hours per week.

The captain of the association was unable to provide a copy of the agreement between the alliance and the association, nor was the borough clerk successful in repeated attempts to obtain a copy. However, the team was able to review a copy of another participating association's "host squad participation agreement" and the president of the alliance, who is also a member of the Barrington squad, met with the team to discuss logistics of how the alliance works. The team requested a copy of the alliance from the alliance president, which was not made available, and was also told that there was really nothing in writing, such as brochures or published reports, which would be useful for the team's gathering of an understanding.

Recommendation:

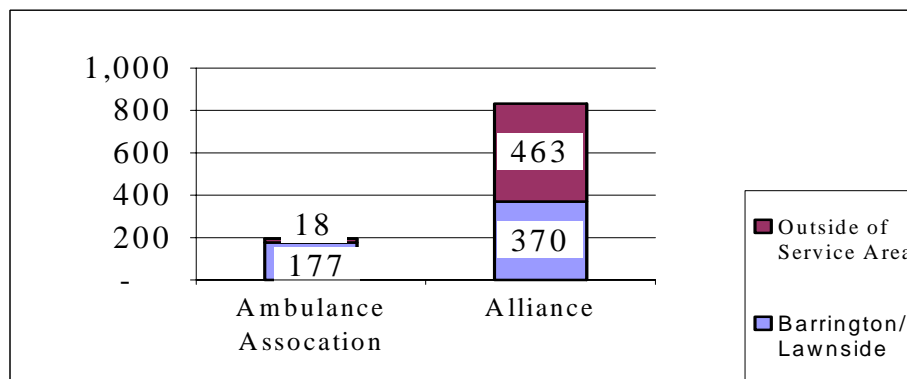
The team recommends that the association and the borough immediately obtain a copy of the executed agreement for provision of these vital services.

As it was explained to the team, the alliance is an "organization" that contracts with the various ambulance associations (or whatever organization is responsible for provision of EMS in a particular municipality) to have available, during the times agreed upon, a properly trained crew

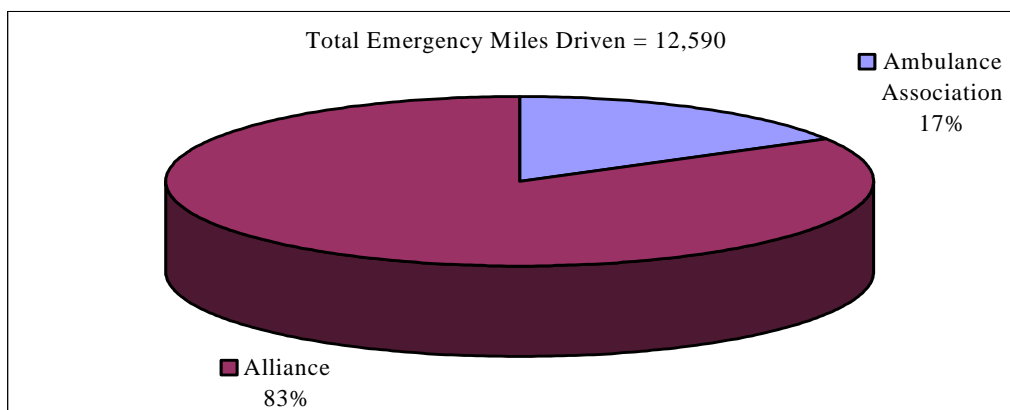
ready to respond to alliance EMS calls. The alliance, in turn, contracts with a hospital for provision of staff to accomplish delivery of EMS. It was reported to the team that the arrangement with the hospital has been in effect for about five years and that the alliance does not solicit bids for the provision of the service.

The Barrington Association serves as a host squad for the alliance, which generally means that the alliance crews work out of the association's headquarters and use the association's two ambulance vehicles to respond to calls. At the time of the review, there appeared to be about six or seven municipalities involved in the alliance, three of which served as host squads.

Run information for both the ambulance association and the alliance is included in the monthly reports. According to the reports, there were a total of 1,028 runs during 1999. Based on information contained in those monthly reports, it appears that the alliance crew was involved with 833, or 81%, of the calls answered by Barrington during 1999. Of the 833 runs, the alliance answered 463 calls (or 56% of their calls) outside of the Barrington/Lawnsides service area, as reflected below. By comparison, the ambulance association answered a total of 18 calls, or 10% of their calls, outside of the immediate service area.



The team was informed that the association is required to provide, insure, and maintain the ambulance vehicles and make those ambulance vehicles available to the paid staff. Similar to the run information, the team performed an analysis of miles put on the ambulance vehicles during 1999.



Note that 83%, or 10,609 of the miles put on the vehicles during 1999, were done by the paid EMS workers. The association only put on about 2,132 miles during the same time frame. Although the alliance clearly utilizes the vehicles on a more frequent basis therefore causing most of the maintenance costs, the association bears the cost of maintaining those vehicles.

The team reviewed the 2000 budget as it was reflected in the contract available to the team. It appears there are costs for participating in the alliance in addition to providing a suitable workspace and vehicles. However, the team was unable to obtain information specific to the association and the borough to attempt to see if participation in the alliance is the most cost-effective way of providing the service. Also, it appears the alliance bills for the services performed by alliance representatives and distributes those funds back to the association. Again, the team was unable to determine how much was received by the alliance for services provided out of the Barrington headquarters nor were we able to determine how much was redistributed to the association. In summary, while the team supports the concept of a regional service delivery, there was not sufficient information made available to the association, borough or team to determine if this method is the most cost effective and provides the highest level of service for the cost. It was unclear how the borough was benefiting from this arrangement and if the reimbursements reflected all funds collected on behalf of the Barrington association or if the distribution of funds, with the alliance determining the distribution, was appropriate.

Recommendation:

The team strongly encourages the association and the borough to obtain a clear understanding of the contract and the agreement to which they have entered. It appears the association may be bearing some of the cost of maintaining apparatus and a facility which are utilized by a private, profit-making venture.

Financial

The borough provides an annual allocation to the association. The allocations for the last three years, as reflected in the borough's budgets, are as follows:

Year	Salary and Wages	Other Expenses	Total Allocation
1997	\$2,200	\$11,117	\$13,317
1998	\$2,300	\$14,200	\$16,500
1999	\$2,500	\$11,500	\$14,000

The squad bills for services, including transports and disposable supplies, and uses a third party agency for bill and payment processing. The team inquired about the amount collected during 1999 from the billing reimbursements. As mentioned, because of the association's status as a private association, the association is not required to report any financial information to the borough or the New Jersey Department of Community Affairs, but it was reported to the team that the borough does have an informal agreement with the association to be provided a copy of their annual audit. At the time of the review, the borough clerk was working with association representatives to obtain copies of audits. However, based on the information gathered regarding the billing practices, number of runs and LGBR benchmarks, the team was able to estimate 1999 collections for just basic life support transports.

According to the captain, the association bills approximately \$280 per BLS transport and a large percentage of the residents are Medicaid and Medicare patients. Also, the alliance bills \$295 for the calls between 6:00 a.m. and 6:00 p.m. The captain and alliance president estimated an average collection of about \$130 per BLS transport.

The following table depicts potential collections. Assumptions are: 55% of calls are for basic life support; average collection of \$130 per BLS transport; 10% of the basic life support calls refuse transport; and collections in the borough fall within the normal range of 60% to 80%, the benchmark utilized by LGBR.

Potential Revenues Generated by Billing								
	Estimated Number of Transports	At \$130 Per Transport	If 60% Collection Rate	Minus 10% Adm. Fee	Net Collections if 60% Realized	If 80% Collection Rate	Minus 10% Adm. Fee	Net Collections if 80% Realized
Alliance	412	\$53,560	\$32,136	\$3,214	\$28,922	\$42,848	\$4,285	\$38,563
Assoc.	97	\$12,610	\$7,566	\$757	\$6,809	\$10,088	\$1,009	\$9,079
Potential Collections:					\$35,732			\$47,642

It is possible, therefore, that the basic life support services provided by the ambulance association and the alliance crew resulted in reimbursements between \$35,732 and \$47,642, depending on the collection rate. That does not include any reimbursements for advanced life support transports, which the team has found to be as much as \$192 per transport during other reviews. If the association and alliance were reimbursed \$192 for an estimated 411 advanced life support transports, there would have been an additional \$78,912 generated in reimbursements. Again, the team was unable to gain an understanding of how the funds are distributed by the association so it is not intended to imply that the association collected all of those funds.

Recommendation:

The team recommends that the borough discontinue providing an annual allocation to the ambulance association because of the funds generated from billing. The practice of providing the allocation was established prior to the association billing and has not been adjusted to reflect the other source of income.

Cost Savings: \$14,000

The association also performs a fund drive and receives a small allocation from Lawnside for providing the emergency medical services. According to the captain, the association extended the fund drive activities to the residents of Lawnside during 1999, in recognition of the service provided that borough.

The association is commended for maintaining an active fund raising effort and for extending those efforts to the residents of Lawnside.

Facility

The association is housed in a building attached to the fire department facility. It became apparent during interviews that there is a perception that the association needs a new facility. The team asked to see a copy of an engineer's report that shows the building needs replacement, but was unable to determine if such a study has been performed.

There are several issues that arise around the potential need to build a new facility. Although the alliance crew is only present 36% of time, it appears that the vast majority of activity in the facility is related to the alliance crew. The team was not able to gain a comfort that the funds being generated by the crew, both by the alliance and the hospital providing the staff, were being used to offset the cost of service or that there was profit motivation. If the building were built with taxpayer money, it is unclear if that facility would be used in a profit making venture. Minimally, because the squad is billing for services, it should be required to assist in paying capital costs. Lastly, there needs to be an engineer's study prior to any decisions to determine, what, if any, options are available in the present facility.

Assuming a conservative cost of \$300,000 for construction of the facility, at 6% amortized over 20 years, the monthly cost to the municipality would be \$2,200, for an annual cost of approximately \$26,400.

Recommendation:

The team recommends that the borough perform further research prior to supporting or approving the building of a new emergency medical services facility, for the reasons outlined above.

Cost Avoidance: \$26,400

FIRE SERVICES

Overview

The Barrington Fire Company, incorporated in 1907, provides fire protection, rescue services, and hazardous material control for the residents of borough. The company has a long tradition of volunteerism and keeping the community safe from the threat of damage to life and property resulting from fire. The current ISO rating is four, which is commendable for a volunteer department.

The fire department operates out of a building owned by the borough. The building is one block from the municipal building and is attached to the ambulance association building discussed under the emergency medical service section of this report. The fire department building houses the two fire engine/pumpers and a 75 foot aerial ladder truck owned by the borough, has limited office space, the back-up emergency management communication center and a large meeting/community room. According to the borough insurance documents, the department is also assigned a van and a chief's vehicle.

During 1999, the company responded to 263 calls for service. The company holds drills the 1st and 3rd Mondays of the month and had a total of 23 drills during 1999. The company was in service 198.6 hours and there were a total of 3,381 hours dedicated by the volunteers.

The county fire marshal serves as the local enforcement agency and performs all inspections relating to the state's fire safety code. The county also performs fire investigations, with assistance from the Barrington department.

Financial

The borough hired its first paid firefighter/EMT during 2000. The full-time staff member's responsibilities include ensuring the comprehensive maintenance program for all apparatus and equipment is performed, assisting paid and unpaid EMS crews on calls as necessary, maintaining the building, and inspecting equipment on a daily and weekly basis. During the review, the first firefighter/EMT terminated his employment and the borough hired a replacement staff member.

The municipal allocation for the fire department for the last five years are reflected below:

	1995	1996	1997	1998	1999
Salary and Wages	\$2,100	\$2,100	\$2,200	\$2,300	\$2,500
Other Expenses	\$34,100	\$34,600	\$50,500	\$31,500	\$33,250
Total	\$36,200	\$36,700	\$52,700	\$33,800	\$35,750

Up until the hiring the full-time firefighter/EMT, the only paid position was a small stipend (\$2,500 in 1999) for the fire chief.

Operations

The department has a comprehensive manual that is provided to each new volunteer upon entering the probationary period. The manual, which is very comprehensive, includes the operating guidelines, radio manual, incident management system manual, driver training requirements, driver-training study guide, respiratory protection plan, and the constitution and by-laws. The probationer is required to sign for receipt of the manual.

The company is a participant in Camden County Fire Services Mutual Aid Agreement. Fire companies and districts in the county joined together in an effort to augment each other's fire protection capabilities. All participants, when called upon, render aid in the form of firefighters and fire suppression equipment to other participating municipalities. In addition, the department has informal mutual aid agreements with seven municipalities surrounding the borough.

There were 263 calls for service during 1999, of which 98 (37%) were actual fires, 17 (6%) rescue calls and medical assists, 56 (21%) mutual aid assists, 35 (13%) investigations, 4 (2%) hazardous material spills and 53 (20%) various alarm calls, including malfunctioning systems, unintentional activation and malicious alarms.

It was reported to the team that it is standard for Haddon Heights, the municipality immediately to the west of Barrington, to aid with fire calls. The team observed the practice in operation on the occasion of a working structure fire next to the municipal building. The Haddon Heights fire department also responded to the call and assisted the Barrington department in fighting the fire.

The team noted that the Barrington firehouse was located less than one mile (.90) from the Haddon Heights fire department. The team was able to determine Haddon Heights also has two engines and a 100-foot aerial ladder truck. Also, Haddon Heights has one full-time paid firefighter, working the approximate schedule of the Barrington full-time firefighter/EMT.

It was reported to the team that during the time the team was performing fieldwork, the chief of the Barrington department opened discussions with the Haddon Heights chief regarding a more formalized sharing of services. The team fully supports that concept and encourages the two municipalities and departments to continue discussing ways to share services.

Because of the established cooperative relationship, the team is using Haddon Heights as an example of how Barrington could reduce the cost of fire services while not adversely affecting service delivery. Attachment B shows the distribution of equipment/apparatus in a 22-mile area surrounding and including the borough, with the borough serving as the center point. The concepts discussed below would apply to any shared service efforts between Barrington and surrounding municipalities.

There are a few different options available to the borough; each would realize significant savings for the taxpayers by reducing the amount of redundant, expensive equipment/apparatus purchases. One option would be to consolidate the two fire departments under one department, with two independent companies, thereby preserving each company's identity and separate fire stations and giving each company/borough equal authority and responsibility. A second option would be for the departments to continue to operate independently, with the council of each municipality ensuring that the equipment replacement plan synchronizes the two department's equipment so that redundancy is avoided. A third option, which is discussed under the shared service section of this report, would have the department join a larger regional department.

In options one and two, the boroughs could together identify what equipment/apparatus would be necessary to adequately service the two municipalities. In doing so, the boroughs should consider the ISO standards, which are industry-accepted standards for determining the amount of equipment/apparatus needed to meet the fire protection needs of a community. The ISO standard notes that an acceptable distance between engine companies is 1.5 miles and ladder companies 2.5 miles. To explain further, the standard sets that a company's response area should be no greater than 1.5 miles from the next nearest engine company response area. In summary, an engine company can be within three miles of the closest engine company. As noted earlier, there is only .9 miles between the Barrington and Haddon Heights fire stations, each containing two engine companies and one ladder company. Using that analysis, it is conceivable that there is only a need for one engine company, with a back up engine company, between the two departments. However, practicality would dictate that each fire station could maintain one engine/pumper and one aerial truck between the two municipalities. Engine/pumpers cost upwards to \$300,000, with potential monthly costs exceeding \$2,000 per month per truck. Aerial trucks can cost in excess of \$750,000.

Regardless of the option pursued, the team recommends the borough consider equipment replacement plans to ensure that duplication of expensive equipment/apparatus is kept to a minimum.

Recommendation:

The team recommends that the borough, with input from the fire company, consider the most cost-effective structure for delivery of fire services. Primary to the consideration should be maintaining a strong, viable volunteer cadre, reduction in the number of duplicated apparatus/equipment, and avoiding purchasing replacement equipment that may not be warranted. The team is conservatively estimating \$2,000 savings per month, or \$24,000 per year, by the borough avoiding the need to replace one engine/pumper.

Cost Avoidance: \$24,000

PUBLIC WORKS

Overview/Function

Traditional public works functions fall under the department of roads and maintenance. As is common, the department is responsible for oversight of trash and recyclables removal and disposal, street and road repair and maintenance, fleet maintenance, and maintenance of buildings and grounds. In addition, the department is responsible for sewer maintenance.

Payroll records for 1999 indicate the department had approximately 39 employees, 12 full-time and 27 part-time. The 1999 position value for the department was approximately \$502,401, of which, \$142,752 was charged against the sewer utility budget. The total employee position value represents 25% of the total salaries, benefits and statutory payments of the municipality.

The department, like many of the service departments in the borough, has informal agreements with neighboring municipalities' public works staff for provision of certain types of assistance. For instance, Barrington assists a neighboring town with hanging of holiday decorations using a bucket truck. In exchange, that town assists Barrington when it has equipment to perform a specific function that the borough does not. The result is equipment, with trained staff, is made available at no additional cost to the borough.

The superintendent submits monthly activity reports to the governing body, through the department director. Those reports provide data regarding normal public works functions (leaf collection, street sweeping, grounds maintenance, vehicle maintenance, etc.) but also provides the council with information regarding issues and upcoming demands on staff.

Scheduling

Currently, the department utilizes a work order system. The system, though manual, provides the superintendent with information that allows him to schedule work in a rational manner, and provides him with information relating to jobs completed. Each request received by public works is entered on a work card and then scheduled, as much as feasible, in the order of functional priority. The data from the system is used in the preparation of the monthly reports.

The department is commended for having and using a work order system.

The team noted, however, that the superintendent received work requests in many unpredictable ways. Various council members, staff and residents contact either the mayor's secretary or the public works secretary to request that public works staff do a variety of things, which can range from cutting grass to taking bicycles from the police department to the public works garage. A work card is filled out on each of these activities, but it seemed the requestor of each considered their project a priority. Further, it appeared, because of the interruption of the routine scheduling, the team often found that the superintendent or foreman was performing the work resulting from the special calls. For instance, the superintendent had to respond to a call to clean spilled candy on the floor of the municipal building hall, within twenty feet of the broom closet.

The team reviewed the monthly reports to get a sense of how much time was spent by public works staff performing these types of functions. According to those reports, and based on the team's observations, public works staff is involved in an inordinate number of activities which require redundant setting up and taking down of the public meeting rooms in the municipal complex. Each time council or court meets, staff has to set up the council chambers in a specific configuration. Also, staff set up the meeting rooms for special community group meetings.

In general, the team found that there is an apparent lack of coordination of ancillary functions relating to public works. The team believes that all requests made by staff or the governing body should be coordinated through the (proposed) business administrator/clerk to assist the superintendent in prioritizing special activities and to facilitate borough staff awareness of the variety of requests. Based on data in the reports, interviews and observations, the team is conservatively estimating that having the (proposed) business administrator/clerk assist with prioritization will conservatively free up 20% of the superintendent's and foreman's time to work toward achieving the primary responsibilities of the department.

The team also noted that there did not appear to be a clearly articulated mission statement for the department. Creating and posting of a mission statement assists all municipal staff in understanding what functions could reasonably be the responsibility of public works staff.

Recommendation:

The team recommends that the (proposed) business administrator/clerk coordinate requests for public works staff support generated from the municipal building. The team conservatively estimates a productivity enhancement of 20% for the superintendent and foreman's time. The team also recommends the governing body adopt a mission statement for the department that would serve as a guide in setting priorities.

Productivity Enhancement: \$14,806

Trash and Recycling

Prior to 1999, the borough provided trash and recycling services in-house, using borough employees and equipment. Barrington is currently in the first year of a five-year contract for the collection and disposal of trash, garbage, and recyclable materials. At the time the contract was negotiated, the vendor agreed to provide collection services to the following number of residential, business/commercial, and institutional customers.

SOURCES	TRASH	RECYCLING	TOTAL SERVED
Single Family	1,927	1,927	1,927
Multi-Family	65	65	65
Apartment/Condos	0	0	0
Business/Commercial	51	9	60
Schools	0	3	3
TOTAL	2,043	2,004	2,055

Scope of Services

The contract calls for once a week curbside collection of all trash, garbage, recyclable materials, bulk items, and business and residential construction and demolition debris. Recyclable items referred to in the contract consist of plastic, glass, aluminum, and paper products. Bulk items are defined as household related items such as furniture, televisions, carpets, etc. The contract further provides that the vendor furnish the borough with six containers and collects trash from these containers that are to be located at the municipal building, the public works facility, the fire/ambulance building, and at three athletic fields.

The team noted that the contract requires that whenever severe weather conditions preclude a regularly scheduled collection day, the vendor must notify the borough within one hour of the start of the collection day. Also, the vendor is to attend to all customer complaints, all notices, directives and orders of the borough within 24 hours and maintain a complaint log.

It was reported to the team that the borough has been pleased with the services being provided and is not, at this time, considering going back to performing trash collection in-house.

Costs of Services

According to the bid specifications of the contract, the amount charged for trash collection services is based on an average of 2,600 tons of trash collected in the borough over the last three-years. The bid specification also requires recycling services to be billed in lump sum amounts over the course of the contract. The total estimated cost of these services is presented in the table below.

Contract Period	Trash Collection Per Ton Cost	Estimated Tonnage	Total Trash Collection Cost	Recycling Lump Sum	Grand Total
1 st Year	\$31.40	2,600	\$81,640	\$68,000	\$149,640
2 nd Year	\$31.80	2,600	\$82,680	\$68,900	\$151,580
3 rd Year	\$32.20	2,600	\$83,720	\$69,800	\$153,520
4 th Year	\$32.60	2,600	\$84,760	\$70,700	\$155,460
5 th Year	\$33.00	2,600	\$85,800	\$71,600	\$157,400
TOTAL			\$418,600	\$349,000	\$767,600

As noted from the table above, the trash collection per ton cost and the recycling lump sum cost will only increase approximately 1% each year of the contract.

The team is familiar with competitive rates ranging between \$36 to \$46 per ton paid by several South Jersey municipalities that have chosen to competitively bid similar trash collection contracts. Barrington is paying between \$5 to \$13 less per ton than a number of its municipal counterparts for these services. Therefore, Barrington administrators are to be commended for successfully negotiating the lowest competitive trash collection rates the team has noted to date.

The team commends the borough for obtaining a contract that provides for a very reasonable cost for collection of trash and recyclables.

The trash collection rate does not include a tipping fee. In general, cost comparisons of garbage services are separated into the cost of collecting and transporting garbage and the tipping fee. A tipping fee is an amount per ton that a disposal facility charges private haulers and municipalities to dump garbage. The current tipping fee is \$50 per ton, which is about standard for the region.

The team has reviewed recycling operations of several New Jersey communities that adhere to a bi-weekly collection schedule and has noted that bi-weekly collections are more efficient and reduce costs. Other recycling reviews conducted by LGBR teams found that a municipality should conservatively save approximately 20% in recycling costs by collecting recyclables every other week. Using this conservative rate and the average annual cost for the five years shown above, the borough could save approximately \$13,960 per year by collecting recyclables every other week.

Recommendation:

The team recommends that the borough consider collecting recyclables on a bi-weekly basis, rather than weekly.

Cost Savings: \$13,960

As noted, the contract provides for weekly pickup of bulk items. Based on the team's observations of other municipalities' bulk collection operations, it seems unusual for homeowners to generate sufficient amounts of bulk items and construction and demolition debris to warrant weekly collections. Most municipalities that the team has observed collect bulk items on a monthly basis. Although the borough's decision to provide these services to businesses can be viewed as a gesture of goodwill, ceasing this practice could further reduce the cost of recycling. Therefore, in an effort to further reduce costs, the borough should consider renegotiating the recycling portion of the contract to provide for monthly collections of bulk items and construction and demolition debris.

Recommendation:

The team recommends that the borough explore having bulk item pickup on a once a month basis.

Street Sweeping

The borough owns and operates one street sweeper. There is no regularly scheduled sweeping of the streets, but the superintendent of public works indicated that they try to sweep the streets at least twice a year, depending on other work priorities. The team reviewed the monthly reports

and determined that the streets were swept approximately 10 days during 1999. According to the superintendent, there are approximately 22 curb miles (going each way on each mile of street) in the borough. The team prepared the following to estimate the cost for street sweeping:

Annual Cost of Street Sweeping Program	
Purchase Cost	\$125,000
Useful Life in Years	10
Annualized Cost Without Interest	\$12,500
Annual Operations & Maint.	\$6,500
Approximate Staff Cost for Operators	\$1,916
Total Cost for Street Sweeping Program	\$20,916

The team notes that the street sweeper being utilized was purchased in 1987. However, the cost of acquisition is included in the calculation because the borough, if it continues to provide street sweeping, will need to replace the equipment as the service life expires. Also, average staff costs are calculated based on the position values, plus overtime, for each operator and assuming sweeping is performed ten days per year.

The LGBR benchmark utilized for determining the cost effectiveness of the street sweeping operation is \$40 to \$45 per curb mile of road. Using the \$40 to \$45 benchmark, a more appropriate price for street sweeping 22 curb miles twice a year would be less than \$2,000 and three times a year would be less than \$3,000.

Recommendation:

The team recommends privatization of street sweeping. Such a privatization would eliminate the need for capital purchases, insurance and other costs associated with owning, operating and maintaining their own street sweeper. Staff would be available to perform other needed functions, resulting in an anticipated productivity enhancement. The annual savings would be the difference between the current cost of the program, minus operators, and the cost to contract with a private vendor.

Cost Savings: \$19,000
Productivity Enhancement: \$1,916

Community Service Workers

The department uses community service workers to assist in accomplishing its functions. During 1999, the borough benefited from having community service workers provide 122 hours of service. The foreman estimated that during the first ten months of 2000 the borough benefited from having community service workers perform 292 hours of work to assist the borough staff in performance of the public work's functions.

The borough is commended for maximizing the use of community service workers to offset the responsibilities of its staff.

Vehicle Maintenance

Fleet maintenance plays a vital role in enabling municipal governments to achieve their missions. All major operational departments rely on vehicles and other powered equipment to operate

effectively. The borough's inventory of police vehicles and public works vehicles/equipment represents a major capital investment on the part of the borough. In light of these considerations, it is imperative the borough operates an efficient maintenance program. Greater availability of vehicles and equipment reduces the need for a large reserve inventory of vehicles to replace inoperative frontline vehicles.

The team was unable to speak with the borough's full-time mechanic because of a workers' compensation absence. The team did, however, interview various staff members, including, but not limited to, the superintendent, the public works foreman, and the assistant mechanic, to compile the information in this section.

Also, reports are generated each month from the vehicle computerized work order system for inclusion in the public works monthly report to council. The team reviewed those reports for additional information relating to vehicle maintenance.

Vehicle Equivalents

Vehicle equivalents (VE) is a staffing analysis developed by the US Air Force and is recognized by various fleet maintenance firms as one of the best guidelines for analyzing staffing levels. This method determines the average number of hours of maintenance and repairs a vehicle requires and translates those into VE. For example, a passenger vehicle requires approximately 17.5 hours (one VE) of work per year, while a trash compactor truck may require 136 hours per year, or a VE of eight.

The industry standard is a ratio of approximately 100 VE per mechanic for an efficient maintenance operation. Generally, a forty-hour employee has approximately 1,750 hours available annually. The available hours are divided by the maintenance requirements for one passenger vehicle to determine the VE ratio.

Staffing and Work Load

Maintenance and repair of public works vehicles and equipment are done in-house by the borough mechanic. A local garage does maintenance and repair of police vehicles.

The borough's vehicle repair facility is located in the public works complex. Organizationally, the mechanic, who works 40 hours per week, reports directly to the public works superintendent. There is also a senior public works employee who assists the mechanic. The superintendent indicated that the other employee assists when the mechanic has more than one vehicle to work on, in emergencies, when the mechanic is not at work, and when more than one person is needed to do the job. It was estimated that employee assisted approximately half of his work year, but, so as not to overestimate, the team will conservatively project 25% of his time is dedicated to fleet maintenance.

Based on the data provided, i.e., schedule of commercial vehicles, asset reports and insurance property record reports, the borough owns and maintains 39 vehicles. Using the analysis indicated above, the team determined that the borough has approximately 97 VE's or a yearly requirement of 1,698 maintenance hours. The industry standard for direct labor hours-recorded on work orders is 90%; therefore, each mechanic should produce approximately 1,575 hours of

direct labor. Based on these calculations, the borough's total staffing requirement is 1.1 full-time employees (FTE). The borough's current staffing level is at 1.25 FTE. However, the analysis above assumes all police vehicles are maintained by the borough mechanic, which they are not. Approximately 12.5 of the VE's, or 219 hours of the 1,698 maintenance hours, can be attributed to repair and maintenance of police vehicles, which generally, the mechanic does not perform. Therefore, for maintenance and repair for just the vehicles the mechanic and assistant mechanic maintain, the appropriate number of needed work hours would be 1,479, or slightly less than one full-time employee.

There appeared to be some conflict over whether the borough could expect the mechanic to also perform work on other than public works vehicles. The team reviewed the letter of employment to the mechanic that was issued in July, 1985. Although the letter refers to the position as "truck mechanic", there is also discussion of reviewing the existing maintenance records on all vehicles. Regardless of the interpretation of whether the mechanic should be required to work on all vehicles rather than public works vehicles, there is only enough work for one full-time employee if all borough vehicles are maintained.

Also, the team noted that the mechanic was paid \$2,165 in overtime during 1999. The team believes, based on the analysis above, that the overtime may be excessive, based on the amount of time that it should take to maintain and repair just the public work vehicles. Overtime should be restricted to only extreme emergencies, such as vehicle breakdowns during peak seasons (leaf pickup, extreme weather conditions, etc.). Assuming a 50% reduction in overtime, the borough would save approximately \$1,083, based on the 1999 experience.

The team also reviewed the monthly reports. The work order system reports show the mechanic responsible for the repair (mechanic or assistant), hours on project, hourly rate and cost of parts. According to those reports, the mechanics spent a total of 594.9 hours working on vehicle maintenance and repair. Of the 145 jobs listed, the mechanic was listed for 79 (54%) of the jobs and the assistant 66 (46%). According to the reports, the main mechanic worked on vehicles for 396.25 hours and the assistant 198.65 hours. When both staff were listed, the team counted it as the main mechanic's job. Again, as indicated above, there are approximately 1,575 hours available for direct labor for a 40-hour employee. Using that data, it appears the main mechanic productivity on vehicles was approximately 25% and the assistant 13%.

Regardless of the method utilized, it appears the vehicle maintenance function productivity could be improved. It was the team's observation that there is fragmentation in the vehicle maintenance function because of the separation in the maintenance between police and public works. Generally, whenever a function is fragmented, it is more costly than necessary.

Recommendation:

The team recommends that the borough governing body reevaluate what vehicles the borough mechanic should reasonably be expected to maintain. The position scope should take into account the analysis above, where the complete municipal fleet should be about one FTE.

Further, the team recommends that only one FTE be utilized for maintenance of the fleet. The other staff member currently assisting can be utilized to perform other vital public works functions with only limited assistance when safety is involved. The result would be a productivity enhancement of approximately .25% FTE, or \$9,793.

The team also recommends that overtime be strictly monitored and curtailed to emergency situations. The cost savings would be \$1,083.

**Productivity Enhancement: \$9,793
Cost Savings: \$1,083**

Mission Statement/Policies and Procedures

The mission of any fleet maintenance operation should be to provide effective and efficient vehicle service that meets the needs of its users. The borough does not have a policy and procedure manual, a mission statement, or service guide specific to vehicle maintenance. The lack of written policies and procedures creates opportunities for inconsistent and inefficient work, inhibits performance evaluations and the development of training programs.

Recommendation:

The team recommends that borough management develop and issue a vehicle maintenance and services guide for all borough employees. Additionally, it is recommended that the borough establish a mission statement and standard operating procedures relating directly to the specific operations of the vehicle maintenance staff.

Preventive Maintenance (PM)

Preventative maintenance (PM) includes the routine, scheduled inspection, alteration, and replacement of vehicle parts and fluids designed to correct conditions that could result in future mechanical failure. A good PM program enables minor problems to be found and repaired before they result in service disruptions and costly repairs, thereby extending the life of a vehicle. It consists of detailed documentation of activities to be performed at a specific time or interval, designed to meet the operating characteristics of the different vehicle uses.

A properly implemented PM program not only increases the life of vehicles but, also, increases their availability, which reduces the number of needed vehicles. When more vehicles are available, fewer backups are required, which relates to lower acquisition and maintenance costs.

It appeared the borough does have a preventative maintenance program for the public works vehicles, but the private garage was responsible for ensuring the police vehicles are properly maintained. The team confirmed that by reviewing the vouchers submitted by the garage. Again, the borough should consider consolidating its fragmented vehicle maintenance function.

Cost of Operations

With limited data, a fully burdened labor rate analysis was not possible, but an analysis was done with the data that was available. The analysis was done to determine the cost effectiveness of the operation against repairs done at a private vendor, although the analysis produced a number that

is low, because not all costs associated with the function could be identified. This hourly rate is based on a best case scenario, assuming that each mechanic could account for every available hour on a repair order.

Cost Item	1999 Cost
Mechanic's position value	\$53,302
Asst. mechanic's position value	\$11,280
<i>Subtotal, Position Values</i>	\$64,582
10% Overhead	\$6,458
Estimated Total	\$71,040

If we use the \$71,040 for public works staff cost and a conservative 10% overhead (utilities, insurance, capital, etc.) and 595 hours reported by staff, the hourly rate would be \$119 per hour, which is considerably higher than the industry standard of between \$40 - \$50 per hour. If we use the VE formula and determine that 1,479 hours are needed to repair and maintain public works vehicles, then the hourly rate is \$48. The team suspects the true cost is in between but is unable to verify with the data available.

It is critical that management monitor costs and productivity to insure that the borough's burdened labor rate does not exceed the rates charged within the private sector.

Performance Standards and Mechanic Productivity

Management does not use performance standards and benchmarks to monitor productivity. Direct labor is time recorded for the performance of actual repairs, but not for indirect labor such as procuring parts and other support functions. Without the benefit of performance standards or benchmarks, management cannot be assured that each mechanic is working to his fullest potential.

Salaries are the single most expensive item in a maintenance operation. As a result, mechanic productivity is the foundation of any efficient maintenance operation. The key to efficiency is maximizing productivity. In order for an operation to be efficient, 90% of a mechanic's available hours should be recorded as direct or billable hours on repair orders. It was the team's observation that the computerized fleet management program could be used for more fully monitoring mechanic productivity, reconciling against parts purchases, tracking maintenance on vehicles, and scheduling work.

Recommendation:

The borough is commended for having a fleet maintenance system in place. The team recommends that the borough enhance the use of the system to allow it to provide key information that is essential in managing a fleet maintenance operation.

The team also recommends that borough management establish performance standards for the mechanics. In-house standards could be developed or a commercial standard, i.e., Motor or Chilton, could be used. Those standards should include expectations that 90% of mechanic's time is direct or billable hours.

Facility

As mentioned, the garage is located in the public works complex. The garage, which offers two bays, a locked supply room and an area for tools, was clean and seemed to be well organized. The team noted that there is a small loft above the storeroom, which was accessible by a ladder. Light items are stored in the loft, which occasionally requires borough staff to descend the ladder with supplies. The team found this arrangement to present a significant work hazard and was informed that there had been an accident in the recent past where an employee fell off the ladder.

Recommendation:

The team recommends that a safe set of stairs leading to the loft be built or the borough cease using the loft for any purpose, to avoid additional injuries to employees.

Parts and Material Purchasing

The team reviewed the purchase orders relating to vehicle maintenance. There were two key items noted, both involving oversight of purchasing. First, it appears that the borough maintains an “open purchase order” agreement with a local vendor, who is one of the key suppliers of parts and supplies for the borough. The monthly average purchase from that vendor was approximately \$800.

The team also observed what appeared to be an inordinate number of filters purchased during the year. Although it was explained that many of the pieces of public works’ equipment used several different filters, the team noted that there were some 120 filters, about 76 different types, for approximately \$2,000 purchased.

It was noted that it was common practice for public works staff to purchase items in a way that was not consistent with the borough’s written purchasing process. A large percentage of the purchases were handled as “confirming orders,” meaning after the purchase was made, the purchase order would be submitted for approval.

Recommendation:

The team recommends that the department of public works be required to follow the purchasing process, as outlined in the purchasing section of this report. The team recommends that the limit for the monthly purchases be set at \$500 to ensure that the centralized purchasing process, discussed under the purchasing section of this report, be complied with.

Repairs on Private Vehicles

It was reported to the team that work was performed on private vehicles in the garage. Permitting employees to work on private vehicles presents certain liabilities and potential problems for the municipality, particularly, if vehicles being worked on are not employee vehicles. The borough recognized those liabilities and set a policy where no vehicles were to be worked on while on the garage premises, other than those owned by the municipality.

The borough is commended for recognizing the need to change the policy regarding repairs on personal vehicles and for implementing the necessary changes.

CONSTRUCTION CODE ENFORCEMENT

Interlocal Service Agreement

The borough is one of three municipalities currently participating in an interlocal service agreement for the delivery of uniform construction code enforcement services. The agreement is between the Boroughs of Haddonfield, Haddon Heights and Barrington. Haddonfield serves as the lead agency. According to the construction official, Barrington has been a participant for about three years.

To ensure that all participants have equal representation in any decisions affecting the delivery of the service, there is a committee with one representative from each municipality. The committee makes recommendations on who should be hired to serve as the construction official, sub-code officials and inspectors, as appropriate. The committee also recommends discipline or discharge of any employees hired to implement the construction code enforcement function. Each municipality has equal vote and, by terms of the agreement, all decisions must be unanimous. The borough clerk represents the borough on the committee.

The lead agency then hires the recommended officials/inspectors and they become employees of Haddonfield and are paid all salary and benefits by the lead agency. The participating municipalities reimburse the lead agency for costs directly related to having the staff as employees of that municipality. The reimbursement amount is calculated utilizing a formula that distributes those costs among the three municipalities, predominantly based on the corresponding workload. The reimbursable costs include salary, medical, dental, prescription coverages, other wage related benefit costs such as FICA, pension, unemployment, workers' compensation, etc. (estimated at approximately 20% of salary), operating and maintenance costs of cellular phones and/or pagers, training costs, and vehicle costs. In addition, all property, liability, auto liability and workers' compensation claims are the responsibility of Haddonfield. The team reviewed the distribution formula and it appears to be reasonable.

Each participating municipality is responsible for adopting a fee ordinance that is consistent with the common rate schedule agreed to by the committee. Processing of permit applications, certificates of occupancy, and collection of fees remains the responsibility of each municipality, as does providing the clerical support (control person) necessary to perform those functions. The construction official (CO), who is provided through the agreement, is responsible for the operation and supervision of the construction code enforcement offices of each municipality and directs and supervises all activities and employees of each office. The CO is in Barrington on a regular basis, three days a week for eight hours in total.

The team found the method by which construction code enforcement services is provided to be an excellent example of how municipalities can cooperatively share services, thereby, reducing

the cost to the taxpayers. The borough is commended for their participation in the agreement. Because of the innovative nature of this successful venture, the team has included the sharing of these services in the best practices section of this report.

The team commends the borough for participating in an interlocal service agreement for provision of construction code enforcement services.

Financial

The team performed an analysis of fees collected and expenditures against those fees for the last five years. The table below reflects the reserve for construction code enforcement fees, as it appears in the annual audits of the municipality. Note the \$16,160 (31%) drop in expenditures from 1997 to 1998. The team credits that 31% drop to the borough's participation in the interlocal service agreement.

	1995	1996	1997	1998	1999
Starting Balance	\$359,364	\$52,524	\$54,178	\$39,533	\$35,816
Fees Collected	\$34,579	\$41,894	\$37,106	\$31,875	\$66,841
Expenditures	\$341,419	\$40,240	\$51,751	\$35,591	\$34,720
Ending Balance	\$52,524	\$54,178	\$39,533	\$35,816	\$67,936

In general, it appears that the fees have been sufficient to cover the cost of enforcement with the exception of 1997 and 1995. Having the reserve, however, made it possible for the borough to cover the cost of enforcement in 1997 without affecting the borough's general tax rate. It was reported to the team that the large allocation in 1995 was related to a payment to a private inspection agency.

The administrative support for the enforcement is another area where the lack of a clear table of organization or analysis of the allocation of staff time on a particular function by staff members caused some conflicting information to be provided to the team. The annual report submitted to the New Jersey Department of Community Affairs (DCA) reflected that one clerical support staff member spent approximately 50% of her time on enforcement functions. Information clarifying the distribution of time on task for "tax office" staff showed a different distribution of that clerk's time and included some other clerical support personnel. The team performed the analysis of the difference in costs of the two scenarios presented and determined the differences to be marginal. However, based on the observations of the team regarding the organization of the administrative staff and apparent inefficiencies of apportioning time on task to particular staff members, the team is recommending that the borough undergo a review of the salaries charged against enforcement fees.

Recommendation:

The team recommends that the borough revisit the way by which borough employees' salaries are apportioned and charged against UCC, fees to ensure that all eligible salaries are adequately covered.

ECONOMIC DEVELOPMENT

The borough's governing body formed an economic development committee in 1997. The ordinance establishing the committee calls for nine members to be appointed by mayor and council. The committee's membership includes four government members, representatives from the borough's planning and zoning board and five members from the private sector representing various businesses. Additionally, the secretary to the mayor provides clerical support to this group on an as needed basis.

The borough retained a consulting firm in 1998 to serve as economic development coordinator to provide professional guidance that would result in measurable outcomes. The current professional service contract establishes the compensation amount, scope of work, term of agreement, borough responsibilities and payment of \$1,000 per month. The team learned that the borough applied for, and received, grant monies for a redevelopment study that is being used, in part, to pay for the consultant costs, thereby allowing the borough to retain the services of the consultant at no cost to the borough. The team has included the effort in the best practices section of this report. During one of the interviews, the team was informed that through the efforts of the consulting firm, the borough was able to recruit new commercial businesses.

The council, staff, and consultant have been proactive in reaching out to the public to involve them in the process. Utilizing the services of a consultant, in 1998, the governing body issued a strategic plan. The team attended one of several public hearings held in the borough hall during which the public was informed of the progress and direction of the economic development committee. Presently, the borough is undertaking several projects simultaneously in the downtown area in conjunction with the county. The objective and focus is to create a stronger sense of community identification.

The borough is commended for their leadership and proactive vision regarding the redevelopment projects.

HEALTH AND WELFARE

The team conducted an analysis of the cost, organizational structure and functions of the health and welfare operations of the borough. The health and welfare functions include pet licensing, rabies control and environmental regulation of public and private property. The health and welfare operations review was performed to make sure that residents are licensing their pets as required, that expenditures from license revenues are disbursed for program expenses only, and the environmental officer function is expediting the upkeep of properties in the borough. Total budgeted expenses during the period under review were as follows:

Years	Total Expenses	Salaries & Wages	Other Expenses
2000	\$4,300	\$2,800	\$1,500
1999	\$5,445	\$2,800	\$2,645
1998	\$6,050	\$3,000	\$3,050
Total	\$15,795	\$8,600	\$7,195

In general, the team found that the borough was providing animal and rabies control services. Also, the environmental control function was found to be adequate in addressing citizen complaints related to poorly maintained properties within the borough.

The team review determined that the health and welfare function is generally performed under budget and that a fair balance between service functions and service costs has been maintained.

PLANNING AND ZONING

Organization and Staffing

The planning board consists of nine voting members including the chairperson, the mayor, members of the governing body and alternate members. Meetings are held in the borough hall the fourth Monday of each month. The planning board secretary is responsible for recording minutes, preparing meeting agendas, posting resolutions in newspapers, processing applications and fees, and doing research, as required, for the chairperson.

In 1997, Barrington combined the planning and zoning boards, recognizing that there was not sufficient workflow to warrant having separate boards and associated expenses. It was reported to the team that the borough enjoyed a reduction in expenses as a result of the consolidation.

We commend the borough for taking the initiative and combining the boards.

The team noted the master plan was last updated in 1981. State statute requires that the governing body shall, at least every six years, provide for the general reexamination of its master plan. Accordingly, the team recommends the borough revisit and appropriately update its master plan, particularly in light of the current efforts to generate economic development.

Recommendation:

The team recommends that the master plan be revised and updated.

RECREATION AND EDUCATION

The team conducted an analysis of the cost, organizational structure and functions of the recreation and education operations of the borough. The recreation and education operations review was geared toward two key areas. The first is whether the current financial disclosure is sufficient to allow the borough to determine the extent to which local purpose taxes subsidize operations utilized by a specific group of users. The second consideration is whether the user fees collected cover the cost of these operations to the maximum extent possible.

Total budgeted expenses for 1998 through 2000 were as follows:

Year	Total Expenses	Salaries & Wages	Other Expenses
2000	\$19,922	\$6,200	\$13,722
1999	\$16,122	\$4,950	\$11,172
1998	\$14,700	\$4,400	\$10,300
Total	\$50,744	\$15,550	\$35,194

Generally, the borough does not spend the amount budgeted each year. Council approved a budget adjustment in 1999 to complete equipment repairs (field lighting) to the little league baseball field. That adjustment constitutes the difference between the budgeted amount reflected above and the total actual expenses shown below. A review of the transactions recorded in the recreation and education cost center in 1999 disclosed the following expense categories, which are net of program receipts where applicable:

Expense Description	Amount
Salaries & Wages – Position value (includes PT summer)	\$5,180
Summer Recreation Programs	\$1,266
Easter & Memorial Day	\$420
Athletic Organizations – Subsidy	\$1,900
Boy Scout England Trip	\$1,000
Field & Equipment Maintenance	\$511
Senior Center Activities	\$1,959
Equipment Rentals, Repairs & Maintenance	\$9,050
Total	\$21,286

In general, the team found that the borough was utilizing limited resources to provide recreation and education programs that appeared to add value to the community and was utilized by the residents. Also, financial disclosure is sufficient to allow the borough's taxpayers to determine the extent to which their local purpose taxes subsidize these operations.

III. COLLECTIVE BARGAINING ISSUES

An area that frequently presents significant opportunities for savings is negotiated agreements. While there are opportunities for savings, the savings and contract improvements are most likely to occur incrementally, through a well-conceived process of redeveloping compensation packages to be equitable and comprehensive.

The team reviewed the two collective bargaining unit agreements. The contract with AFSCME covers both office staff and highway department employees. At the time of our review, the AFSCME contract was due to expire and preparations were underway for negotiations. The PBA contract had one-year remaining.

The following is a summary of contract provisions:

Benefit	AFSCME	PBA
Sick Time	Year 1 – 10 days Year 2 – 11 days Year 3 – 12 days Year 4 – 13 days Year 5 – 14 days Year 6 – 15 days 5 day max sell back	No sick time provisions listed
Education	No provisions	AA Degree \$350 BA Degree \$500 MA Degree \$600
Longevity	Years 5-10: 3% Years 10-15: 6% Years 15+: 8% Hired after 1/1/96: not eligible	HIRED PRIOR TO 1/1/99 Years 5-10: 3% Years 10-15: 6% Years 15+: 8% HIRED AFTER 1/1/99 Years 7-12: 3% Years 12-17: 6% Years 17+: 8%
Personal Days	5 days non-cumulative	5 days non-cumulative
Holidays	10 days	11 days

Benefit	AFSCME	PBA
Vacation	Year 1: 5 days Years 2–5: 10 days Years 5-10: 15 days Years 11-20: 20 days Years 20+: 25 days No sell back	<u>Hired prior to 1/1/99</u> Years 1-5: 10 days Years 5-10: 15 days Years 10-15: 20 days Years 15-21: 25 days Years 21-25: 26-29 days Year 25+: 30 days No sell back <u>Hired after 1/1/99</u> Years 1-7: 10 days Years 7-12: 12 days Years 17-23: 25 days Years 23-26: 26-29 days Years 27+: 30 days
Shift Differential	Sewer employees 5% differential for hours 4:00 p.m. to 8:00 p.m	3% for 3 rd shift 5% for 1 st shift

Personal Time

All employees covered by labor contracts receive five personal days per year. The team compared this benefit against the state standard of three personal days per year. The following table indicates the savings if each eligible employee were given three days.

Department	Base Salary	Average Base	Average Hourly	# of Employees	5 Day Cost	2 Day Cost
Administration	\$235,158	\$33,594	\$18.46	7	\$4,522	\$1,809
Highway (DPW)	\$345,012	\$28,751	\$13.82	12	\$6,634	\$2,653
Police	\$790,348	\$49,397	\$23.74	16	\$15,199	\$6,077
Total					\$26,353	\$10,538

Recommendation:

The team recommends the borough negotiate a change in the contracted number of personal days, from the present five to three, the state standard. The result would be a productivity enhancement of approximately \$10,538, using 1999 base salaries.

Potential Productivity Enhancement: \$10,538

Clothing Allowance/Uniform Cleaning

In 1999, a total of \$9,000 was budgeted for police uniforms. This equates to approximately \$600 per individual. The municipality has a quartermaster system that provides for replacement of uniforms that are worn or damaged in the line of duty through a quartermaster system.

The team commends the police department for instituting the quartermaster system however, the LGBR benchmark, which is slightly more than the New Jersey State Police cost for uniform replacement, is \$350 per member annually.

The borough has also entered into an arrangement with a private vendor for cleaning of police personnel uniforms. That arrangement cost \$2,950 in 1999. The per individual benefit translates to about \$196 per member annually. The team has found that, generally, current police contracts in other municipalities do not provide cleaning allowances, but do provide for the costs of clothing purchases. Further, uniforms are now made of durable materials that can be washed by machine and need very little pressing or dry-cleaning.

Recommendation:

Based on examples from other municipalities and the new materials now used to make uniforms, the borough may want to place the fiscal responsibility for the cleaning of uniforms on the individual officers. The borough would need to address this issue during negotiations.

Potential Cost Savings: \$2,950

Vacation Time

Generally, the contract provisions addressing vacation time are consistent with state guidelines, which are utilized by LGBR as an acceptable benchmark.

Compensatory Time

During 1999, the borough expended \$13,034 for “sellback” of police compensatory time. That amount was for three individuals who sold back 40 hours of accrued time, and one individual’s payment (\$6,252) included retroactive accrued time. The retroactive accrual was permitted to assist the employee with tuition costs. The language of the contract is vague on maximum sellbacks although it does stipulate that if compensatory time is not used during the calendar year earned, the employee shall be paid 1.5 times at the rate it was earned.

Recommendation:

The team recommends that the borough require a clarification regarding the payment for compensatory time in the next round of contract negotiations. Also, as discussed in the personnel section of this report, there is a need to have all compensatory time centrally monitored by borough administration. The funds disbursed for compensatory time can be considerable, and are not predictable if the sellbacks can be requested at anytime prior to retirement, for whatever amount is indicated as due.

Longevity

Longevity is an annual increase to an employee’s salary, based on length of service and not quality or quantity of work. In general, that amount is in addition to the annual cost of living raise granted full-time employees and is sometimes folded into the employee’s base salary prior

to establishing an employee's new base salary. In short, the longevity is folded into the base salary and then a percentage increase is applied against that base to determine the new base salary.

The borough successfully negotiated to eliminate longevity for employees covered under the AFSCME contract and hired after January 1, 1996. Similarly, the borough was successful in extending the number of service years before police personnel are eligible for a longevity payment. The police also reach the maximum payment (8%) after 17 years of service, which is two years later than employees hired prior to January 1, 1999.

The borough is commended for recognizing that longevity is based on years of service rather than performance and successfully negotiating the cost savings measures into the contracts.

Recommendation:

The borough is encouraged to continue negotiating with the police bargaining unit for elimination of longevity for new hires.

IV. SHARED SERVICES

Tremendous potential for cost savings and operational efficiencies exist through the implementation of shared, cooperative services between local government entities. In every review, Local Government Budget Review strives to identify and quantify the existing and potential efficiencies available through the collaborative efforts of local officials in service delivery, in an effort to highlight shared services already in place and opportunities for their implementation. Barrington has sought numerous cost savings opportunities with success, through shared service with neighboring communities and the county. Some areas where shared services have been successful are:

- Barrington has joined the county library system.
- Barrington police and fire respond to calls in neighboring communities, thereby augmenting those municipalities response resources. Those municipalities also assist Barrington personnel.
- Barrington provides police services to the residents of Lawnside Borough.
- Barrington is one of three municipalities providing uniform construction code services through an interlocal service agreement.
- The borough has joined in the emergency services mutual aid agreement covering the county.
- The Barrington Ambulance Association has entered into an agreement with the EMS Alliance of Camden County for provision of services during weekday hours.
- The department of public works shares equipment with neighboring municipalities, thereby eliminating the need for each municipality to own every piece of equipment.
- Dispatch is done through the county 911 center for police, fire and EMS.
- The borough has entered into discussions regarding a shared or regional service for provision of court services, although none of those efforts have yet resulted in a consolidated court function.

In addition to savings to be realized by joining services, there are two state programs designed to encourage and reward local governmental units and their taxpayers for regionalizing, sharing and joining services with other units of local government. The Regional Efficiency Development Incentive Act (REDI) provides funds to local units to study the feasibility of joining services. The second program, Regional Efficiency Aid Program (REAP) provides direct tax relief for any local government regional service agreement signed after July 1, 1997. These programs are administered by the New Jersey Department of Community Affairs (DCA), Division of Local Government Services. The borough is encouraged to contact DCA for additional information.

The team has commended the borough throughout the report for its efforts toward sharing and/or regionalizing services. The borough is encouraged to continue to pursue ways to share services. The team has provided some additional suggestions in the text of this report, but the areas that offer the greatest benefit to the residents would be delivery of public safety services. To open a dialogue, the LGBR is presenting the following discussion regarding a regional police and fire service.

REGIONAL SERVICES EXECUTIVE SUMMARY

Magnitude:

- New Jersey is the most densely populated state in the nation.
- There are 566 municipalities in New Jersey, each providing its own level of services.
- The second most densely populated state, Rhode Island, has only 39 municipalities.
- Annually, over \$12.5 billion is raised by the local purpose tax to support those services provided on behalf of those 566 municipalities.
- By 1997, the state average property tax was double the nation's average.
- Home rule, or the perception of each community's individualism, is the biggest impediment to change and transition to regionalized, consolidated or shared services.
- School taxes continue to escalate and place additional pressure on municipalities to curtail growth in their budgets.
- Many municipalities, particularly those that are not undergoing significant new development and increasing property valuations, are currently faced with the decision of increasing taxes or reducing services.

Concept Considerations:

- Although public safety services are major components of municipal budgets, with police alone generally making up about 30% of a municipality's budget, they are the least likely to be addressed on a joint basis.
- The concept is not intended to offer further justifications of the benefits of shared services, rather it is intended to offer a scenario of how police services could be shared within eight local jurisdictions and fire services within an approximate 22-mile area
- Once a group of local entities agree to regionalize a particular function, it can be expected that the cost of providing the service will likely decrease. Therefore, regionalization is a way for local officials to improve service delivery and save taxpayer dollars.
- Residents would have input through public hearings.
- To be successful, layoffs, reductions in force, or like-personnel decisions should not be considered. Downsizing should be the result over time and through attrition.
- Savings to be realized would be over time, not at the onset.
- All of the police and fire operations under discussion already utilize the county dispatching center and provide backup, when called upon, to the other municipalities.

CONCEPT OVERVIEW

The configuration of the local units of government in the State of New Jersey is the product of the economic and social dynamics in place during the nineteenth century. Political and/or economic agendas were the primary factors in the drawing of boundary lines, which resulted in the creation of the state's 566 municipalities; each with its own governing body, each providing its own level of services, each with the power to create special districts and utility authorities. They vary in size from hamlets with as few as twenty properties to cities the size of Newark.

Although these influences may have seemed inconsequential at the time the lines were drawn, by the late 1990s it was becoming increasingly evident that the expenses associated with maintaining these multiple and redundant entities were becoming exceedingly cost prohibitive.

New Jersey is the most urbanized and most densely populated of the 50 states. In fact, New Jersey leads the nation in population density being the only state to surpass 1,000 persons per square mile. Rhode Island, New Jersey's nearest competitor in population density with over 900 persons per square mile, manages its residents with 39 municipalities (as opposed to New Jersey's 566) with an average size of 30 square miles, double that of the New Jersey average. No other state can be compared to New Jersey in its multiplicity of local jurisdictions. The cost of funding this patchwork of overlapping local units of government is considerable. Annually, over \$12.5 billion is raised by the local property tax.

The present configuration of municipal boundary lines are, for all intent and purposes, politically sacred. The single greatest obstacle to change is home rule - a municipality's right to self-determination - that is based largely on tradition; it has no constitutional recognition and has no Supreme Court precedent to lend it legitimacy. Inherent in the concept of home rule is that a municipal jurisdiction is willing and able to pay for the government services over which it wishes to assert jurisdiction. In sum, home rule is reserved for those municipalities willing *and* able to pay for its privileges. There are relatively few remaining New Jersey communities that possess the financial ability to pay for services without the support of state or federal assistance. By 1997, the state average property tax was double the nation's average. The question is thus: Where will the various and sundry municipal governments get the money to pay expenses?

If a small fraction of these units were to make use of regional and shared service opportunities, significant savings would result. The economies of scale and the operating efficiencies made possible with larger service areas and populations would bring about substantial cost reductions that could be passed along to taxpayers.

Short of voting to change the state's constitution and altering existing boundary lines, the electorate should at least be open to the possibility that some improvements might be achieved through shared or regionalized service delivery, both in terms of economy and efficiency. It would be a disservice to the people to argue that alternative service delivery systems should be ignored, because change would create social tensions and political dislocations. Fiscal considerations should be a priority criterion. New Jersey residents must begin to consider the long-term cost of services once their local communities are built-out, which predictably results in diminished tax revenues and the municipality's corresponding inability to meet the demands of increasing cost to provide the same level of service.

Consolidation and regionalization in other states demonstrate that New Jersey is aberrational in its failure to do likewise. The states of North Carolina, South Carolina, and Georgia are bringing people residing in unincorporated areas into existing communities by way of annexation. Massachusetts, Vermont, and New Hampshire are in the process of consolidating and regionalizing services. These states are setting an example for the nation. In a bureaucracy the size of New York City, the city was able to merge the Transit Police Department and Housing Police Department into the NYPD - once considered impossibility - creating a consolidated

municipal law enforcement agency. Likewise, the city was able to merge the Emergency Medical Services with the fire department. In both cases, the considerable costs of the redundant administrations of five separate agencies were considerably reduced or eliminated altogether.

Although there has been a recent surge in popularity, traditionally there has been little consideration given to the possibility of merger or consolidation of municipal services in New Jersey. Conversely, the predominant public policy has been the preservation of jurisdictional status quo. This mindset may soon pass into history. A 1998 study of 206 New Jersey municipalities undertaken by Rutgers University's Eagleton Institute revealed entities that responded to the survey generally acknowledge the need for more sharing of services. Survey respondents also indicated that shared services would be an essential component in the effort to balance quality service delivery and property tax stabilization. Furthermore, there was an agreement among many of the municipalities participating in the research survey that if the status quo continues, the opposite may occur; that is, diminished service delivery coupled with rising property taxes.

The same study also revealed that administrators ranked, as "most important" in determining whether or not to move toward a shared service, the necessity of reducing the labor costs of providing a particular service. Other factors deemed important in the decision-making process were a desire to improve service delivery, while at the same time reducing or eliminating capital costs associated with a particular service. The message is clear. In the absence of some form of shared service, current service delivery levels cannot be maintained without tax increases due to rising costs.

Agencies facing resistance to shared services include police and fire departments. Although public safety services are major components of municipal budgets, they are the least likely to be addressed on a joint basis. The real issue is the question of how the local entity will fund emergency services over the next decade and beyond. Quite simply, it may be cost prohibitive to continue local police, fire, and emergency medical services. Therefore, what is the best alternative to the status quo?

In every public policy decision there are technical, administrative, political, legal, and economic issues that must be carefully considered. At the outset, these factors may seem overwhelming. Indeed, any movement in the direction of consolidation, regionalization, or shared services will require objectivity, courage, and ambition to overcome perceived barriers. The challenge is to replace obstacles with opportunities. The purpose of this discussion, at the risk of oversimplification, is to offer a proposition that might generate a dialogue; to debate the way we think about the traditional methods of doing things and advance a concept that could be exposed to the process.

There have been numerous studies, surveys, and theoretical discussions of the benefits of shared services. In fact, the LGBR team even heard from borough officials and staff that the time has come for shared services and, faced with the decision of increasing the tax rate, reducing services, or entering into a formal shared service, the shared service proposition would be preferable.

This concept is not intended to offer further justifications of the benefits of shared services; rather, it is intended to offer a scenario of how police services could be shared within eight local municipalities in Camden County. It also offers a scenario of how fire services could be shared covering an approximate 22-mile area, with Barrington as the center point and no one area being further than five miles from the borough.

Author's notes: For an interesting and detailed study of the history of New Jersey local government, see *New Jersey's Multiple Municipal Madness* (Karcher, 1998). Rutgers University Press: New Brunswick, New Jersey.

The Rutgers University Study was published in *New Jersey Municipalities: Magazine of the New Jersey State League of Municipalities* and available on-line at njm@njslom.com. (Cerra & Lemberg, 1998).

CONCEPT: WHITE HORSE PIKE REGIONAL POLICE SERVICES

The municipalities selected for this hypothetical construct are Audubon, Haddon Heights, Barrington, Lawnside, Hi-Nella, Magnolia, Somerdale, and Stratford. These municipalities are situated west-to-east along the White Horse Pike (State Highway #30) corridor, on a line approximately six statute miles in distance. Together, these local entities represent an area of 10.24 square miles, with an estimated population of 44,984. In the aggregate, the crime rate for the indicated municipalities, according to the 1999 Uniform Crime Report, is 24.7. In FY 1999, the eight municipalities appropriated \$5,478,309 for the police of a total combined budget of \$17,611,492 – 30% of the total combined budget.

In 1999, police departments in seven of the eight municipalities (data was not available for Haddon Heights at the time this report was being prepared) responded to 46,258 calls for service. The seven departments responded to 227,537 calls for service from 1995 to 1999, which roughly equates to about 32,500 calls each year.

Police Services

Policing in the United States has traditionally been a local affair. In New Jersey, each local unit of government has the option of organizing its own police department, resulting in a multitude of mostly small police agencies throughout the state. Since policing in the United States is based on local control, there is usually resistance by local political officials to surrender this control. A second issue, linked to political power, is the responsiveness of the police to local concerns. Both of these issues focus on the community's perception that the police are operating under their control and are responsive to their priorities.

Other considerations include the impact of regionalization on labor contracts, civil service classifications, disposition of existing personnel, particularly at the administrative and command staff level, and the method of political control over a multi-jurisdictional policing agency. Operational issues include the distribution and deployment of the police over the coverage area. However, while these issues are certainly important, one of the primary concerns in any analysis of proposed regionalization of police services are the terms of cost and financing and the

resultant expected savings to the taxpayers. A review of the municipalities' annual audit reports shows that the municipalities appropriated a combined \$4.9 million for just salary and wages for the police operations during 1999.

As in the New York example, the cost of maintaining a local police department is considerable, due in large measure to its administrative component. The team looked at just the distribution of sworn members in the eight municipalities. Each jurisdiction has a chief executive and support staff who oversee the administration and operation of their respective departments. This requirement is made necessary because of local control. In the eight municipalities, the aggregate command and supervisory staff comprises 37% of the sworn member workforce. Generally, LGBR finds a reasonable expectation that the ratio of command and support to operations staff should be around 25%/75%. Clearly, a relationship of 37% (38) to 63% (64) of 102 is out-of-balance. Although the LGBR team did not calculate position values, it is self-evident that this relationship is quite expensive.

Theoretically, if the eight municipalities were to regionalize police services, command and supervisory staffing levels could be reduced from 38 to 14 as suggested below:

Chief	01
Captain	01
Lieutenant	02
Sergeant	10

Once a group of local entities agree to regionalize a particular function, it can be expected that the cost of providing the service will likely decrease. The suggested arrangement would reduce the command and support staff by 24. Said another way, those 24 sworn members could be redeployed to basic field operations (patrol) at a considerably reduced cost to the taxpayers. The redeployment initiative would result in an 88-member force assigned to basic field operations as opposed to the current 64.

Regionalization will also result in the joint purchasing of equipment at substantially reduced costs. At the same time, the delivery system outcome is typically more efficient and effective. This "streamlining" eliminates the redundant bureaucracy in place for each jurisdiction and replaces it with an alternative administrative structure with oversight responsibility for the regional agency.

The first challenge is the issue of downsizing the existing administrative staffs of the eight local departments. The separation of those members from active service can be accomplished through attrition as well as the inducement of separation incentives for those approaching retirement. To ensure any chance of a successful transition, layoffs, reductions in rank, or like-personnel decisions should be considered realistically. Downsizing will occur as a matter of course over time. Personnel costs will remain static at the outset, but will gradually diminish and, thereafter, remain constant as the higher level and more costly administrative positions are vacated and a reasonable structure is implemented. That is, the desired level of administrative staffing will eventually be realized and the personnel costs will be uniform and steadfast. Contracts for rank and file members can be renegotiated and pay scales established to ensure equity across all

jurisdictions. No salary reductions for those presently employed should be considered. During public hearings, citizens can opt to have the savings passed to them by way of a reduction in taxes or voice their desire to have the number of police officers working the streets increased.

While minimum staffing of field operations will be in effect to ensure area-wide coverage twenty-four hours each day, the distribution and deployment of the force will be on a proportionate need basis. Simply stated, police officers will be assigned to areas by day of week and time of day based on the number and type of incidents likely to occur in a particular area. The flexibility afforded by community policing initiatives and patrol emphasis strategies will likely enhance the quality of life in the neighborhoods, while predictably reducing incidents of disorderly conduct and criminal misconduct. Under the present arrangement of eight autonomous jurisdictions, it is nearly impossible to provide a level of service approaching the sophistication of a regionalized agency. Therefore, regionalization is a way for local officials to improve service delivery *and* save the taxpayer dollars.

The aforementioned 1998 Rutgers study also revealed that the respondent municipalities ranked state financial assistance for study and start-up support as the “most important” step to be taken to increase the potential for shared services. A program of State aid in the form of loans and grants to local governments to assist them in making decisions concerning the most efficient ways to regionalize services are presently available. Financial support for start-up costs may be available through New Jersey’s *Regional Efficiency Development Incentive* (REDI) and the *Regional Efficiency Aid Program* (REAP) administered by the Division of Local Government Services of the New Jersey Department of Community Affairs. The programs are intended to assist local governments in developing and implementing shared service arrangements which provide property tax relief by reducing the costs of local services.

The foremost technical issue to be considered is the provision for a regionalized dispatching network. This is a critical concern to any municipality considering regionalized emergency services. However, in the present case, the issue is moot; all eight jurisdictions are served by the Camden County Fire and Ambulance Communications Center in Lindenwold.

The balance of “how to” issues are detailed in N.J.S.A. 40:48B et. seq., *Consolidated Municipal Service Act* published in *Interlocal Services: Working Together - A Reference Guide to Joint Delivery of Service* (1999) issued by the New Jersey Department of Community Affairs. The enabling legislation is reproduced and included in the appendix of this paper.

The team has attached, in Attachment D, a series of tables and charts summarizing various types of data researched for this discussion piece. The information is provided as a source of information.

CONCEPT: REGIONAL FIRE SERVICES

Fire Services

Another emergency service that can be very expensive for municipalities to provide is fire protection. What has traditionally been a service provided in large part through volunteerism, is

suffering because of lack of availability of volunteers during the weekdays. Even in municipalities that rely heavily on its base of volunteers, the apparatus needed to fight fires can be very expensive, averaging about \$300,000 for pumpers/engines and \$750,000 for aerial ladders. Specialized apparatus for performing heavy rescue, which is common for fire department personnel, can be equally expensive. Discussions regarding regionalizing fire services face the same type of opposition as noted under police services above.

Attachment B provides a summary of the distribution of fire equipment and paid personnel in an approximate 22-mile area, with Barrington serving as the center point. The distances noted between the stations are based on the team's measuring of miles as they drove from one fire station to the next. The data regarding apparatus was available in reports published by the New Jersey Department of Community Affairs. The information relating to the number of paid firefighters is provided as a point of interest.

There are 18 fire companies covering the approximate 22-mile area representing 14 towns. Within those 14 municipalities, there are 44 engine/pumpers, nine aerial trucks and nine rescue trucks. By comparison, the team identified a fire district in Gloucester County that covers approximately the same area but has eight engines, two ladder trucks and one rescue truck. That township also has a four lane, heavily traveled state highway dividing the town and a major thoroughfare, much like Route 295, although not as heavily traveled. However, in general, the construction of a significant proportion of the structures tends to be newer than that in the study area and the township is not as densely populated. Although population is slightly less than half of the area being discussed, the distance between companies and stations is relevant.

Again, applying the ISO standards discussed in the fire department discussion in the main text of this report would indicate that an acceptable distance between engine companies is 1.5 miles and ladder companies 2.5 miles. To explain further, the standard sets that a company's response area should be no greater than 1.5 miles from the next nearest engine company response area, or approximately three miles away from the closest engine company. Simply averaging the distance between engines in the study area shows there is approximately 1.05 miles between engines, or they are at least twice as close as the minimum standard. Using this number is a bit deceptive however, in that except for three of the locations, all of the stations had at least two engines, one had five, one four, and six had three engines.

The ISO sets a standard of 2.5 miles, or five miles in total distance, for ladders. The average distance between ladder companies in the 14 municipalities is .076 miles. There are nine ladders in the area, but the most at any one station is one ladder, although the closest distance in one town is .40 miles from the next ladder.

It would be a gross oversimplification to say that at today's cost, those 44 engine/pumpers have a replacement value of \$13,200,000 and the nine ladder trucks \$6,750,000 for a few reasons. First, those amounts are straight principal and do not include the interest that would be paid over the life of a bond. Second, and more importantly, not all trucks are replaced in one year. In fact, many of the trucks are old and outdated and some of the municipalities are now faced with the prospect of having to replace what they believe to be outdated equipment. Generally, according

to accepted National Fire Protection Association (NFPA) standards, apparatus should be replaced on a 20-year cycle. At a minimum, the municipalities should consider the distribution of fire fighting apparatus prior to purchasing replacement equipment.

The company is a participant in Camden County Fire Services Mutual Aid Agreement. Fire companies and districts in the county joined together in an effort to augment each other's fire protection capabilities. All participants, when called upon, render aid in the form of firefighters and fire suppression equipment to other participating municipalities. In addition, the department has informal mutual aid agreements with seven municipalities surrounding the borough.

Also, there is a great deal of pride attached to the identity of any given company. A first step in controlling the costs of fire services while continuing to encourage volunteerism, is for the municipalities to work together to coordinate the future purchase of apparatus, taking into consideration the number of pieces of apparatus, the distance between equipment and the usefulness of each piece.

LOCAL GOVERNMENT BUDGET REVIEW TEAM ACKNOWLEDGEMENTS

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Analysis of Administrative Support Staff Time, By Function

Job Title	Position Value	Clerk	Tax Collection	Construction Office	Sewer	Tax Assessment	Public Works	Total
Accounts Payable Clerk	\$29,639.60	80.0%	10.0%	5.0%	5.0%	0.0%	0.0%	100.0%
		\$23,711.68	\$2,963.96	\$1,481.98	\$1,481.98	\$0.00	\$0.00	\$29,639.60
Deputy Tax Search Officer	\$32,127.45	20.0%	25.0%	5.0%	15.0%	35.0%	0.0%	100.0%
Deputy Tax Collector		\$6,425.49	\$8,031.86	\$1,606.37	\$4,819.12	\$11,244.61	\$0.00	\$32,127.45
Deputy Sewer Rent Collector								
Secretary to Public Works	\$33,208.89	30.0%	10.0%	25.0%	5.0%	0.0%	30.0%	100.0%
Secretary to Construction Office		\$9,962.67	\$3,320.89	\$8,302.22	\$1,660.44	\$0.00	\$9,962.67	\$33,208.89
Tax Office Clerk								
Secretary/Clerk to Tax Office (part-time)	\$13,932.00	40.0%	5.0%	2.5%	2.5%	0.0%	0.0%	50.0%
		\$5,572.80	\$696.60	\$348.30	\$348.30	\$0.00	\$0.00	\$6,966.00
Total FTE		170%	50%	38%	28%	35%	30%	350%
		\$45,672.64	\$15,013.31	\$11,738.88	\$8,309.84	\$11,244.61	\$9,962.67	\$101,941.94

Fire Equipment and Full-Time Personnel in 22 Mile Area with Barrington As the Center Point
(No one point greater than 5 miles from Barrington)

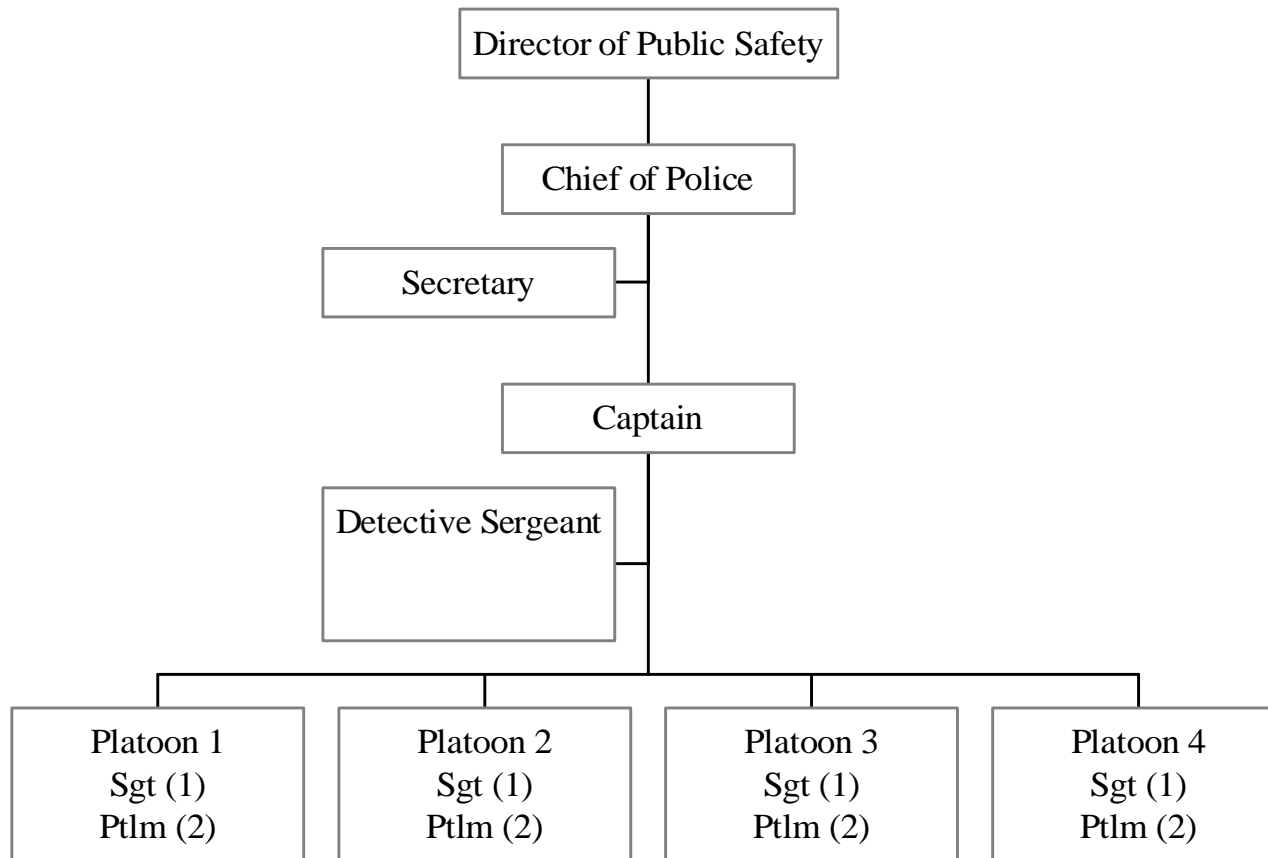
Municipality	Company, If More Than One in Municipality	# of Stations in Town	Square Miles	Population	Number of Pumpers/ Engines (1)	Number of Aerial Trucks & Length of Ladder (1)	Number of Rescue Trucks (1)	Approx. Miles to Closest Pumper (2)	Approx. Miles to Closest Aerial (2)	Number of Paid Career Firefighters (3)
Barrington		1	1.50	7,185	2	1-75'		0.9		1
Haddon Hts		1	1.58	7,520	2	1-100'		0.7		1
Haddonfield		1	2.78	11,170	3	1-100'	1	1.5		6
Haddon Twp	Westmont W.Collingswood Hts	2	2.69	14,507	5 3	1-85' 0	2	1.5	1.5 0.6	
Audubon	Defender Audubon Vol	2	1.48	8,848	1 1	1-100'	1	0.5 0.5	1.6	
Audubon Park		1	0.15	1,104	3	0		1.2	1.2	
Oaklyn		1	0.63	4,276	2	1-100'	1	1.2		
Bellmawr	Bellmawr Bellmawr Park	2	2.99	12,243	2 2	1-60'squirt 1-100'	1	1.9 1.8		
Mt Ephraim	Company 2 Union 1	2	0.90	4,406	1 2	0 0	1	0.4 0.4		
Lawnsdale		1	1.43	2,835	3	0		1.5	1.5	
Magnolia		1	0.98	4,772	2		1	0.9	1.9	
Somerdale		1	1.36	5,443	4	0	0	0.9	1.9	
Runnemede		1	2.00	8,840	3	0	0		1	
Collingswood		1	1.86	14,820	3	1-100'	1	1	1	10
Totals		19	22.33	107,969	44	9	9	Avg. = 1.05	Avg. = 0.7625	18

(1) Data provided by the New Jersey Department of Community Affairs.

(2) Based on team observation.

(3) Information provided by the International Association of Fire Fighters

1999 Table of Organization Barrington Police Department



ATTACHMENT D

Crime Rate: Definition

The FBI calculates a municipal crime rate as the number of crimes per-100,000 persons for the year. The number of crimes in a municipality for one year is divided by the population. The result is then multiplied by 100,000 and a crime rate is produced, which can be directly compared with other municipalities, regardless of their population.

Violent Crime: Definition

The FBI classifies seven crimes as serious/violent: murder, rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft.

Table 1: Crime Data

Municipality	Crime Index Total	Violent Crime	Non-violent Crime	Crime Rate
Audubon	306	21	285	34.6
Barrington	83	4	79	11.6
Haddon Heights	117	7	110	15.6
Hi-Nella	28	7	21	27.9
Lawnside	87	14	73	30.7
Magnolia	165	23	142	34.6
Somerdale	165	12	153	30.3
Stratford	162	14	148	22.0
Total	1,113	102	1,011	24.7

Table 2: Population and Geographic Data

Municipality	Estimated Population	Area in SqMi	Density per-SqMi	Character
Audubon	8,848	1.48	5,978.40	Urban/suburban
Barrington	7,185	1.59	4,518.90	Suburban
Haddon Heights	7,520	1.58	4,759.50	Urban/suburban
Hi-Nella	1,005	0.23	4,369.60	Suburban
Lawnside	2,835	1.43	1,982.50	Suburban
Magnolia	4,772	0.98	4,869.40	Suburban
Somerdale	5,443	1.36	4,002.20	Suburban
Stratford	7,376	1.59	4,639.00	Suburban
Total	44,984	10.24	4,392.96	2 U/S 6 S

Source: *New Jersey Municipal-County Offense & Demographic Data*

Chart 3: Percentage of Crime Index by Municipality

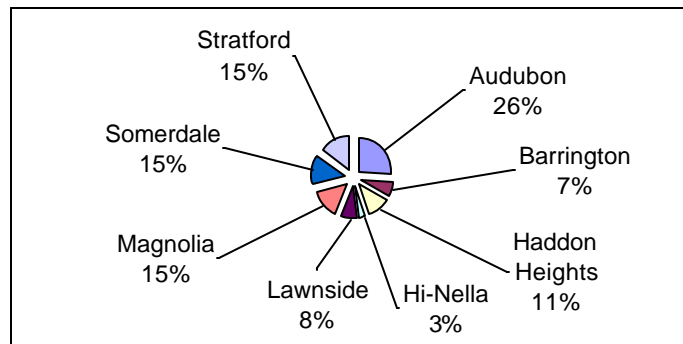


Chart 4: Actual Crime Rate by Municipality

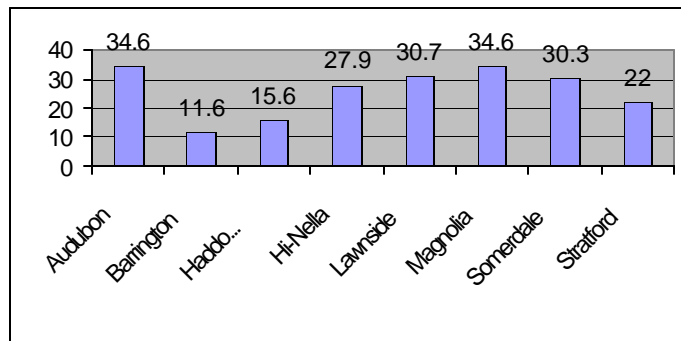


Chart 5: Percentage of Population by Municipality

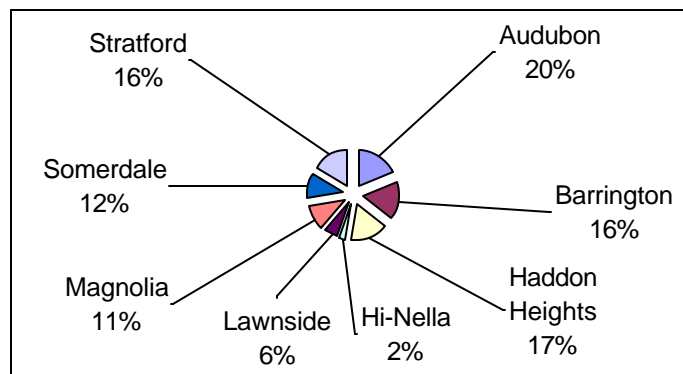


Chart 6: Percentage of calls for service by municipality 1995 – 1999

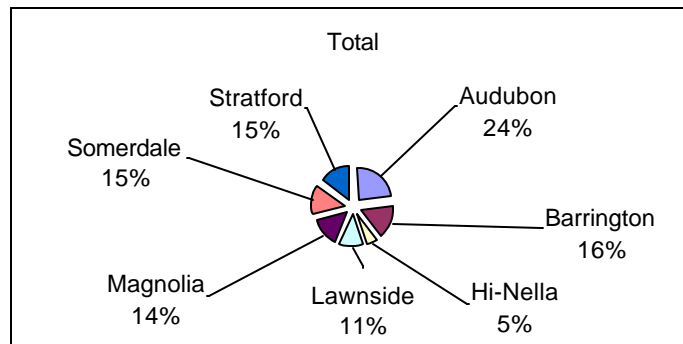


Chart 7: Percentage of calls for service by municipality 1999

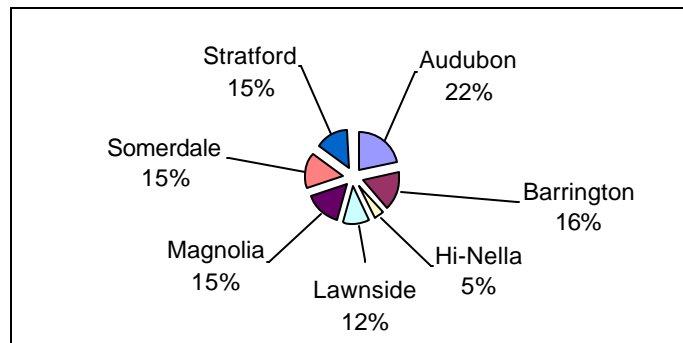


Table 8: Housing Data

Municipality	Residential	Commercial	Industrial	Apartments	Total
Audubon	3,010	145	3	15	3,225
Barrington	2,001	67	11	8	2,149
Haddon Heights	2,562	106	2	12	2,714
Lawnside	917	46	2	6	1,309
Hi-Nella	126	10	1	3	147
Magnolia	1,467	78	5	4	1,712
Somerdale	1,680	121	34	7	1,964
Stratford	2,099	117	0	11	2,279
Total	13,862	690	58	66	15,499

Table 9: General Tax Rate per \$100

Municipality	Tax Rate
Audubon	3.340
Barrington	3.520
Haddon Heights	3.380
Lawnside	3.000
Hi-Nella	3.590
Magnolia	3.460
Somerdale	3.714
Stratford	3.320
Average	3.415

Source: The New Jersey Municipal Date Book (2000)

Table 10: 1999 Appropriations within “Caps”

Municipality	Total Police Appropriation	Total General Appropriation	Police % of Budget
Audubon	\$1,106,411	\$3,509,657	32%
Barrington	\$983,368	\$2,700,978	36%
Haddon Heights	\$1,185,193	\$3,598,073	33%
Hi-Nella	\$135,700	\$413,546	33%
Lawnside	\$67,333	\$1,507,422	4%
Magnolia	\$587,027	\$1,728,672	34%
Somerdale	\$662,525	\$1,941,846	34%
Stratford	\$750,752	\$2,211,298	34%

Note: Removing the Lawnside budget appropriation (4%) from the calculations adjusts the average from 30% to 39% for seven municipalities.

Table 11: Calls for Service - 1995 to 1999

Municipality	1,995	1,996	1,997	1,998	1,999	Total
Audubon	11,198	10,598	11,045	10,472	10,074	53,387
Barrington	7,175	7,171	7,006	7,928	7,340	36,620
Hi-Nella	2,940	2,685	2,272	2,128	2,353	12,378
Lawnside	5,496	4,779	4,720	5,080	5,427	25,502
Magnolia	5,785	5,596	5,887	6,793	7,028	31,089
Somerdale	6,300	7,038	6,892	7,805	7,112	35,147
Stratford	6,502	6,542	6,573	6,873	6,924	33,414
Total	45,396	44,409	44,395	47,079	46,258	227,537

Note: Haddon Heights is not included as a result of the police department having an independent dispatching function at the time this report was being prepared.

Table 12: Staffing Levels (1999)

Municipality	Chief	Captain	Lieutenant	Sergeant	Corporal	Police Officer	Total
Audubon	1	0	1	4	5	4	15
Barrington	1	1	0	5	0	7	14
Haddon Heights	1	1	0	5	0	8	15
Hi-Nella	1	0	1	0	1	11	14
Lawnside	0	1	0	3	0	5	9
Magnolia	1	0	0	2	0	5	8
Somerdale	1	0	1	3	0	6	11
Stratford	1	1	0	2	0	12	16
Total	7	4	3	24	6	58	102

Note: Corporals were not counted as supervisors.